A Review of the Mandate of the Colleges of Applied Arts and Technology

VOLUME 2

Study Team Final Reports

VISION 2000

Study Teams 4 and 5

In October, 1988 a major review of Ontario's college system was set in motion
by then Minister of Colleges and Universities, the Honourable Lyn McLeod.
The Ontario Council of Regents, an agency which reports to the Minister, was
asked to oversee the project and develop "a vision of the college system in the
year 2000."

Vision 2000 established a Steering Committee comprised of educators,
students, employers, labour and government representatives. The role of the
Steering Committee was to guide the process.

Consultation, with a wide variety of stakeholders, and research was handled
by five study teams. Study Team 1's task was to provide an empirical
snapshot of the current college system and its external environment. Study
Team 2 was to examine the role of the colleges in the economy, while Study
Team 3 looked into ways to promote access and educational support for
diverse learners. Study Team 4's mandate was to study the challenging
interrelationships of quality, accessibility and efficiency. For Study Team 5 the
research and consultation focussed on the linkages between colleges and
other educational institutions.

Volume 2 contains the Final Reports of the Study Team 4 and 5. These
reports do not necessarily represent the views of the Vision 2000 Steering
Committee, the Ontario Council of Regents, or the Government of Ontario.

A Foundation for Thought and Action

Final Reports of the Vision 2000 Study Teams

We are pleased to present the Final Reports of Vision 2000's five study teams. The reports contained in Volume 2 are those of Study Team 4 and 5. Each report, in both content and format, reflects the unique focus of the study team that authored it.

The reports represent more than a year's worth of research, discussion and consultation with several thousand individuals and groups, both inside and outside the college system.

Collectively, the final reports were designed to provide the Vision 2000 Steering Committee with a broad range of thought provoking recommendations. While not exhaustive of all the issues that face the college system in Ontario, the recommendations contained in each report offered a constructive foundation for the Steering Committee's deliberations.

We, and the college system, owe a great deal to those who participated in and supported the work of the study teams. Thanks must go to the 98 members of the five teams who volunteered their time for this effort. We gratefully acknowledge the work of the five study team chairs: Howard Rundle, Lorna Marsden, Ruth Gates, Keith McIntyre and Penny Moss. We also recognize and appreciate the extraordinary efforts of the study team executive officers: Brian Wolfe, Riel Miller, Francie Aspinall, Harv Honsberger, Starr Olsen and Terry Dance.

We hope these reports will be helpful to you in your deliberations and planning. Circulation of the Study Team Final Reports is no intended to reflect an endorsement of their content, but to share with you, in a timely fashion, the input we received.

Sincerely,

The Vision 2000 Steering Committee

Study Team 4:
Challenges to the College and the College System

Final Report

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Study Team members participated in Vision 2000 as individuals. There is no implied or necessary connection between the opinions expressed in this Final Report and the positions or policies adopted by the organizations with which Study Team members are affiliated or employed.

Acknowledgments

This Study Team 4 Final Report represents the combined energies of many people who care about the college system in Ontario.

I wish to extend a very special thanks to the Study Team 4 members who contributed thoughtful perspectives, and who were involved in research and consultation. I also wish to express my gratitude to the hundreds of other people from the college system who were an integral part of our team's work through their participation in the "Mini-scan" and "Imagine Your College" projects and the regional focus groups. Responses and submissions from these consultations provided our Study Team with invaluable information and ideas.

We have tried our best to weave the ideas and contributions of the many participants in our process into this report. My hope is that the contributors will find their insights throughout the text and in the footnotes and appendices.

Thanks also to the writers of our background papers, George Allan, Terry Dance, Roy Giroux, Harv Honsberger, Norman Rowen, Irene Ross, Michael Park and John Taylor. Lastly, we appreciate the assistance from other Vision 2000 staff and study team members, and the very helpful staff at the Ontario Council of Regents.

Keith McIntyre
Chair
Study Team 4

Introduction

History will gauge this generation primarily by what we have done with our human resources and our human values. If we do not cultivate the best in our people and fully utilize our human resources, we become a wasteful society regardless of what else we do.

The waste of our human resources is not only a national embarrassment, but in a rapidly changing world it is also a threat ... a disabling disadvantage in the world economic competition ... Any new attempt to revitalize our economy or our educational system will fall far short of its goal unless we place a high value upon cultivating excellence and the full development of our human resources.[1]

Background and Purpose

Study Team 4 was asked to examine the nature of the service colleges provide to Ontario, who will need that service and how the colleges can effectively and efficiently provide this service. As well as developing its own material, the Study Team has had the opportunity to consider the information developed by other Vision 2000 study teams. The analysis and recommendations developed by Study Team 4 are informed by the views of students, college staff and other stakeholders in the college system who participated extensively in our work.

Study Team 4's recommendations are aimed at improving both the learner-centred character of college education and the links between colleges and the many communities they serve. The aim is to make the college system even more responsive and accountable for quality, access and efficiency.

Participants and Process

Study Team 4 was composed of 17 volunteers (see Appendix 1). The vast majority of the members represented a college or a government ministry.

The Study Team wanted to share information and discuss needs with both those providing college services and the people affected by those services. We designed a

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1   Parnell, Dale, The Neglected Majority, (Washington, D.C.: The Community College Press, American Association of Community and Junior Colleges, 1985), p. 172; cited in Rowen, Norman, "Toward a Self-Governing System: Some Aspects of Quality and Proposals for Change" in Challenges to the College and the College System. Background Papers. (Toronto: Ontario Council of Regents), 1990b.

process to generate information from students, alumni, support staff, faculty, management, advisory committees, boards of governors, labour, employers, and community representatives. As well, the Association of Colleges of Applied Arts and Technology of Ontario (ACAATO), the Ministry of Colleges and Universities (MCU), the Council of Regents and other governmental agencies at the local, provincial and national levels were seen to be stakeholders. In all, we consulted with over 1,000 people representing all colleges and constituencies.

Some of these stakeholders were approached more directly by other Study Teams. Several employer, professional and labour groups made direct submissions to Study Team 4, and more often to Study Team 2. Many people from communities and community agencies made submissions to our study team, as well as Study Team 3. And several representatives of school boards and universities shared ideas with our group as well as their main Vision 2000 contact, Study Team 5.

Study Team 4 used a variety of methods to generate and gather information. One strategy involved preparing a discussion paper[2] and then gathering reactions to the paper in a series of eight focus groups across the province.[3] A second strategy involved asking people in the colleges' communities — students, people within communities, employers, and college personnel — to be proactive and submit their visions about the colleges' strengths and problems, and their solutions and recommendations for change.[4] This innovative approach, and the wealth of responses it evoked, marks an aspect of the colleges that needs to be noted — their openness and readiness for change. As well, an informal instrument, the Mini-Scan, was used throughout the college system to gather ideas about major societal changes and how these might affect the colleges.[5]

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[2] Rowen, Norman, "Pressures for Change, Opportunities for Development," (Toronto: Ontario Council of Regents), April 1989.

[3] Rowen, Norman, "Most Things to More People," in Challenges to the College and the College System. Background Papers. (Toronto: Ontario Council of Regents), 1990a.

[4] Honsberger, Harv, "Themes and Implications: A Report on the Visions from the College System," in Challenges to the College and the College System. Background Papers. (Toronto: Ontario Council of Regents), 1990c.

[5] Ross, Irene, "Mini-Scanning the Future," in Challenges to the College and the College System. Background Papers. (Toronto: Ontario Council of Regents) 1990.

Once these sources had identified and discussed many of the issues confronting the colleges, research was done by Study Team members and others to add clarifying detail and breadth. The background papers of the other Study Teams were also useful in preparing our final report. Study Team 4 members met to guide and analyze this process of research and consultation.

Context and Objectives

As we conducted our consultations and research, a picture of the general circumstances facing the colleges in the 21st century began to emerge. The twin pressures of demographic change and technological change have been well documented and are the subject of considerable agreement. These pressures have been summarized in several documents[6] and include the aging of the labour force, changing immigration patterns and the increasingly multicultural character of Ontario society. Coupled with these demographic changes is the increased pressure to adapt to changes in the application of technology in the production of goods and services (termed 'hard' technological change) and in the organization of production and relations in the workplace (termed 'soft' technological change).

As noted by the Premier's Council, "The rapid introduction of new technologies, coupled with changing demographic trends in the labour force, have made continuing education and increased training an economic imperative for Ontario."[7]

Some possible implications of this need have been noted by Study Team 1. In projecting college enrolments for Study Team 1, Foot and MacNiven noted the likelihood of significant enrolment increases based on the participation of older learners. The authors concluded that

> this educational challenge of an aging society will need to be the cornerstone of the community college system in Ontario if it is to realize the full potential of the educational demands reviewed in this study.[8]

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6   See, for example, the Study Team's discussion paper, "Pressures for Change, Opportunities for Development" (Rowen, Norman, 1989); the report of the mini-scanning process (Ross, Irene, "Mini-scanning the Future," 1990); Vision 2000's environmental scan, "With the Future in Mind" (Toronto: Ontario Council of Regents, 1989); and "Future Educational/Training Requirements of Ontario's Population. Miniproject #8" contained in "The College System — An Empirical Snapshot," Empirical Features of the College System. Background Papers. (Toronto: Ontario Council of Regents), 1990.

7   Premier's Council, Competing in the New Global Economy, (Toronto: Queen's Printer), 1988, pp. 215-216.

8   Foot, David and Maia MacNiven (1989) "The Determinants of Enrolment Rates and Enrolments in Ontario Community Colleges," in Empirical Features of the College System. Background Papers. (Toronto: Ontario Council of Regents), 1990, p. 12.

Study Team 1's empirical research provides evidence that the demand for part-time study has been growing at a rate in excess of full-time enrolments.[9] Data from all study teams support the need for multiple points of re-entry into continuing education and training.[10]

One difficulty in providing sufficient opportunities to respond to the education and training needs of Ontario's population is created by the range of abilities and experience that learners bring to the colleges. In particular, learners' variations in skills complicate the process of enhancing their knowledge, skills and abilities. As noted in the work of the various study teams, there is considerable evidence that basic literacy levels vary considerably. It is estimated that one in six working Canadians, as well as 17 per cent of high school graduates, are functionally illiterate;[11] that 16 per cent of Ontario adults, 86 per cent of whom had been employed in the past year, are similarly disadvantaged by illiteracy;[12] that the costs of illiteracy to Canadian business are in the billions of dollars annually;[13] and that 98 per cent of all jobs require at least some reading.[14] In addition, an estimated one-third of secondary-school students leave school (and the vast majority of them enter the labour force) without a secondary-school diploma.[15]

The Study Team has also noted data collected with respect to the preparedness of current college students. A survey of language administrators reported that "39 per cent of incoming freshmen with a grade 12 diploma read at the grade 10 level or

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[9] Such increases are likely to continue, even in the absence of increases in the participation rates of older segments of the population. "The College System — An Empirical Snapshot," pp. 5-6.

[10] See Oppenheimer, Jo, "The Relationship Between Schools and Colleges" in Colleges and the Educational Spectrum. Colleges and Schools. Background Papers. (Toronto: Ontario Council of Regents), 1989, pp. 24-25, and sources therein.

[11] Southam News, "Literacy in Canada" (1987), cited in Dance, Terry, "Access and Quality: Preparatory and Remedial Education in the Colleges" in Challenges to the College and the College System. Background Papers. (Toronto: Ontario Council of Regents), 1990, p. 11.

[12] "With the Future in Mind," 1989, p. 65. The document also cites a 1985 survey of managers in the auto parts industry, "29% (of whom) found current workers literacy skills inadequate, while 36% perceived their workers' mathematical skills to be insufficient." (ibid.)

[13] Canadian Business Task force on Literacy, cited in Rowen, Norman, "Pressures for Change, Opportunities for Development," (1989), p. 13.

[14] "With the Future in Mind" (1989) p. 65.

[15] "With the Future in Mind" (1989) p. 67.

below."[16] A further source of concern is college attrition rates, especially among those with basic literacy problems. The drop-out rate of students who failed a first-term English course was nearly eight times higher than that of students who successfully completed the course.[17] The overall attrition rate of approximately 43 per cent, while similar to that of U.S. institutions, is considered to be a serious and significant problem. As noted by Study Team 1, "While there is not a definitive study of the causes of attrition in Ontario's colleges, academic 'underpreparedness' of students was cited as a major factor contributing to attrition in an ACAATO survey (1988) of student retention strategies of Ontario's colleges."[18]

The majority of participants consulted by the Study Team considered the low level of student preparedness (i.e., the inadequacy of many learners' basic skills) to be a major impediment to both the quality and efficiency of college offerings.[19]

As the colleges move toward the 21st century, the provision of access will be of paramount importance to a renewal of the colleges' mandate. Throughout Study Team 4's consultations, enhancing access was viewed as central to the role that the colleges might play in developing the productive capabilities of Ontario's population.[20] Indeed, the need to provide access to educational opportunities for an

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16 Cited in Dance, Terry, "Access and Quality: Preparatory and Remedial Education in the Colleges" (1990) p. 4.

17 Cited in Dance, Terry, "Access and Quality: Preparatory and Remedial Education in the Colleges" (1990) p. 7.

18 Rundle, Howard, "Post-Secondary Student Attrition in Ontario's College System. Miniproject #17" contained in "The College System — An Empirical Snapshot," (1990), pp. 13-14.

19 Rowen, Norman, "Most Things to More People," (1990a).

20 "Participants overwhelmingly voiced the view that access has been and must continue to be a major (if not the major) goal (or value) of the colleges. This was seen as crucial in adjusting to two of the main pressures identified in the discussion paper; namely, technological and demographic changes. There was general agreement that the colleges have a commitment to provide programs that offer students and employers the means to deal effectively with technological change and, particularly, the applications of technology to the provision of goods and services. Coupled with changes resulting from economic and corporate restructuring in many industries, adapting to changes in technology ... is understood to require periodic updating and retraining for a broad cross section of the labour force. This process, which has been described as a process of 'lifelong learning' by some and the development of a 'training culture' by others, is seen to require the commitment of employers and governments, as well as individual learners. Fundamentally, however, its main effect on the colleges was noted to be a requirement to provide access for learners at many different points in their working lives."

"Related to this is the increasing proportion of adult learners who will (or should) access the colleges. The demographic changes discussed, coupled with a commitment to lifelong learning, suggest

increasingly diverse population and the need for a commitment to 'lifelong learning' are conclusions reached by all study teams.[21]

In summary, the context considered by Study Team 4 in formulating its objectives and recommendations included: the needs for enhanced education and training for a broad cross-section of the population; the pressures that significant demographic and technological changes will place on educational institutions; and the difficulty posed by the literacy and basic skill levels of the current workforce and college student population. Identification of this context has led the Study Team to a better understanding of what is required in order for colleges to realize the broad goals of enhancing quality and access. As Harvard Professor Pat Cross has noted:

> The tough problem is not in identifying winners; it is in making winners out of ordinary people. That, after all, is the overwhelming purpose of education. Yet historically, in most of the periods emphasizing excellence, education has reverted to selecting winners rather than creating them.[22]

In light of the challenges facing Ontario's colleges, Study Team 4 concluded that the system must make a commitment to meeting a number of specific objectives. We believe that the colleges must strive to realize these objectives in order to fulfil a renewed mandate for the future.

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that college programs must be made available to larger numbers of adults whose abilities to respond to change can become a major focus of the system. While not wishing to neglect the role that the colleges play in preparing a significant proportion of secondary school graduates for the labour market, the declining proportion of this cohort, together with technological changes, led most participants to suggest that the colleges will continue to feel pressures to enhance access for older and more diverse populations." Rowen, Norman, "Most Things to More People," (1990a), pp. 2-3.

21 See Challenge 3 in The Colleges and the Changing Economy. Study Team 2 Final Report, (Toronto: Ontario Council of Regents), 1989. Also see Recommendation 4 and discussion in Colleges and the Communities. More Than an Open Door: Access and Equity in Ontario's Community Colleges. Study Team 3 Final Report, (Toronto: Ontario Council of Regents), 1990.

22 Cross, K. Patricia "Societal Imperatives," (Unpublished paper, 1984; quoted in Parnell, op. cit.); cited in Rowen, Norman, "Toward a Self-Governing System: Some Aspects of Quality and Proposals for Change," (1990b).

Objective 1: College offerings must be more learner-centred[23] and provided on a more flexible basis.

To achieve greater flexibility in college education, three important needs must be addressed. First, in order to provide more opportunities for the growing numbers of adult learners, including those who retain family and work commitments, colleges must facilitate access. Colleges can accomplish this by both increasing the availability and adapting the teaching methodologies of full-time programs to encompass a wider range of part-time offerings, while using a variety of delivery modes. As noted in a background paper prepared for Study Team 4:

> The traditional delivery system (five days a week, 25 hours a week, in labs and classrooms) is no longer appropriate for many students. More flexible and varied delivery systems are needed to motivate and prepare non-traditional students for further training or employment (e.g., part-time programs, learning resource centres, distance education, community based programs, etc.).[24]

Another background paper provides a critique of the predominant mode of delivery, in which "the student [is] relatively passive compared to the teacher."[25] The more student-centred approach that is associated with flexible delivery, through modular programming, provides the important benefit of meeting student needs and improving motivation.

> Students with inadequate preparation can spend more time on foundations without 'falling behind,' getting discouraged or dropping out. On the other hand, capable students can accelerate ... The most dramatic difference between this strategy and the conventional one is that the student must take direct responsibility for his or her learning.[26]

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23 In this paper, the terms student-centred, client-centred and learner-centred education are used interchangeably.

24 Dance, Terry, "Access and Quality: Preparatory and Remedial Education in the Colleges" (1989) p. 6. In addition, it is estimated that over three-quarters of the approximately 200 'visions' received cited the aging of the population and the necessity of addressing the needs of this group. See Honsberger, Harv, "Themes and Implications: A Report on the Visions from the College System," (1990c).

25 Allan, George, "Alternative Delivery of Instruction in Post-Compulsory Education: A Prolegomenon" in Challenges to the College and the College System, (Toronto: Vision 2000), 1990, p. 1.

26 ibid. p. 4. The paper provides an overview of several other benefits from alternative delivery, including an ability to focus more directly on learner needs, and the opportunity for faculty to devote more time to evaluation and the development of curriculum.

A second need is for transferability of credits across the system. The college system must establish a sufficient degree of 'equivalency' so that students can accumulate credits from many institutions toward a single credential. Transferability includes being able to move within and between institutions, as well as between full-time and part-time study. This objective reflects a strong consensus of most participants in Vision 2000:

> Support was voiced for establishing consistent course and program requirements, including exit requirements, recognized and supported by the colleges, industry, government, and other stakeholders (e.g., professional associations, universities). This would include how programs (and diploma requirements) are defined and what constitutes a 'credit.' This was viewed as of particular importance by those who see the need for transfers by learners; between programs, between colleges or between colleges and universities. In addition, most participants felt strongly that access for many learners will require the flexibility that comes from being able to 'stop out'; i.e., acquiring credits toward a credential over a period of time and conceivably at more than one institution. Such consistency would also address equivalence of offerings be they designated as 'full-time' or 'part-time.' Consistency in program requirements is thus viewed as essential to assuring employers and learners that an equivalent level of quality has been attained.[27]

A third and related need is for appropriate opportunities for advanced training. Neither our consultations, nor the visions we received, call for colleges to undertake a university transfer function similar to the Quebec and B.C. models.[28] However, there is considerable evidence that additional forms of post-diploma studies within colleges would be beneficial.[29] The Study Team believes that more

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27 Rowen, Norman, "Most Things to More People," (1990a), p. 6. See also Gill, Audrey, "Role of the Colleges in the Changing Economy. Report on Consultation," in Colleges and the Changing Economy. Background Papers. (Toronto: Ontario Council of Regents), 1989; and Park, Michael, "Expanding the Core," in Challenges to the College and the College System. Background Papers. (Toronto: Ontario Council of Regents), 1990, for corroboration of this need for consistency.

28 See Rowen, Norman, "Most Things to More People," (1990a), and Honsberger, Harv, "Tasks and Roles in Curriculum Development" in Challenges to the College and the College System. Background Papers. (Toronto: Ontario Council of Regents), 1990b, respectively.

29 For a more detailed discussion of the needs in this area, see the background papers prepared for Study Team 5 in Colleges and the Educational Spectrum. Colleges and Universities. Background Papers. (Toronto: Ontario Council of Regents), 1989, especially articles by Skolnik, Michael, "How Ontario's Colleges Might Respond to Pressures for the Provision of More Advanced Training"; Smith,

degree opportunities should be available, particularly for degree completion. Such opportunities, while currently limited to a small number of fields of study,[30] are acknowledged to be important to both individual learners and communities, as well as to the province as a whole, insofar as they help to meet the emerging economic challenges.[31]

Study Team 4 strongly supports the expansion of advanced training opportunities. These opportunities should be coordinated on a system-wide basis to ensure equitable access and avoid creating entirely different classes of educational institutions.

Objective 2: Colleges must provide all learners with the general education[32] and generic skills[33] that will assist their individual development, enhance their employability and provide an important social return on their education.

The centrality of this objective to the mission of the colleges was expressed by most participants in the Vision 2000 process. Study Team 4 believes it is a necessary component of any strategy that seeks to address the demographic and technological changes and the diversity in learners' basic skill levels that have been noted so often. According to participants in the Study Team's consultation, the inclusion of general education and generic skills is necessary to enhance the quality of college offerings.

Stuart, "Skilled and Educated: A Solution to Ontario's Urgent Need for More Polytechnic Programs"; and Dennison, John, "College to University—An Analysis of Transfer Credit Policy and Practice."

30 See Marshall, Robert Alexander "College-University Transfer Arrangements Existing in Ontario: (Questionnaire Results)" in Colleges and the Educational Spectrum. Colleges and Universities. Background Papers. (Toronto: Ontario Council of Regents), 1989.

31 For a more detailed discussion, see Colleges and the Educational Spectrum. Study Team 5 Final Report, (Toronto: Ontario Council of Regents), 1990.

32 General education: In Ontario colleges, this is the broad study of subjects and issues which are central to education for life in our culture. Centred in, but not restricted to, the arts, sciences, literature and humanities, general education encourages students to know and understand themselves, their society and institutions, and their roles and responsibilities as citizens. (Park, Michael, "Expanding the Core," [1990], p. 2)

33 Generic skills: These are practical life skills essential for both personal and career success. They include language and communication skills, math skills, learning and thinking skills, interpersonal skills, and basic technological literacy. (Park, Michael, "Expanding the Core," [1990], p. 2)

The organization and delivery of programs in the colleges must reflect a consensus that the colleges adopt a broader notion of 'education,' rather than a narrower concept of 'training' ... There was a clear sentiment that employers want, and learners need, a broader base of knowledge, skills and abilities in their fields in order to contribute at a higher level and meet the challenges of competitiveness. The view was strongly expressed that a broader education would provide a more sound basis for continued (lifelong) learning and the updating and upgrading of skills likely to be necessary for most workers in most enterprises.... To do so, most participants felt strongly that a 'broadening' of program content is required.[34]

In considering this issue, the Study Team looked not only at the views advanced in our own consultations but also at the views of employers, as reported by Study Team 2.[35] Two related concerns can be stated briefly. First, the wide variety of college programming, coupled with the diversity in specific offerings, has led to confusion among prospective employers. As one of our background papers notes:

Employers see such a widely fluctuating range of skills and knowledge in graduates from college to college, from program to program, even from teacher to teacher, that they have no idea what sort of competencies to expect from newly-hired community college graduates. Their confusion is both a tribute to the college system's diversity and a condemnation of its failure to achieve a commonly accepted general archetype of what an Ontario college graduate should be.[36]

The inclusion of general education and generic skills components in college credentialled activities (i.e., certificates, two-year and three-year diplomas) would provide an appropriate degree of consistency.

A second concern apparent from the consultations is that generic skills be developed with a view to assisting enterprises to meet the challenges of international competition and technological change.[37] Having established the four principal categories of abilities required (i.e., analytical problem-solving, functional

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[34] Rowen, Norman, "Most Things to More People," (1990a), p. 4.

[35] See Gill, Audrey, "Role of the Colleges in the Changing Economy. Report on Consultation," 1989.

[36] Park, Michael, "Expanding the Core," (1990), p. 1.

[37] Wolfe, David, "New Technology and Education: A Challenge for the Colleges" in Colleges and the Changing Economy. Background Papers. (Toronto: Ontario Council of Regents) 1989.

literacy, technological literacy, and interpersonal and social skills), a background paper concludes that

> ... technological advance involves a collective process of learning, both within the enterprise and in the broader society ... Technological knowledge and capabilities are diffused not through the sale of products or blueprints in international markets, but through national or regional communities which share a certain base of knowledge and the increments to that knowledge ... The role of the college system in transmitting the fundamental skills needed by a diverse array of learners will be critical in providing the skills and knowledge base essential for this innovative process.[38]

College credentialled programs that provide general education and generic skills must be available to all learners. The Study Team has noted that the erosion in the teaching of general education and generic skills has been due, at least in part, to funding pressures.[39] Because we wish to ensure that these aspects of college programs are an integral part of all credentialled activities, the Study Team believes that clear definitions and standards for their use throughout the college system must be provided.

An important benefit of broadening college programs is likely to be the development of some longer-term efficiencies. Specifically, we believe that as lifelong learning and recurrent training become a reality, the training times required for enhancing skill levels will be reduced because learners would have an appropriate repertoire of skills and abilities.

Objective 3: With the goal of becoming more client-centred, colleges must provide the academic services, such as assessment,[40] preparatory[41] and

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38 ibid. p. 16.

39 See Rowen, Norman, "Pressures for Change, Opportunities for Development, " (1989), pp. 7-8, and Instructional Assignment Review Committee "Survival or Excellence" (Toronto: Ministry of Colleges and Universities), 1985, p. 93. Such pressures are evidenced by the differences in program hours for similarly titled programs at different colleges, at least some of which, presumably, reflect the inclusion of significantly different general education components.

40 **Assessment:** This is the process that surveys, evaluates, or assesses, for the purposes of placement within college programming, the learner and the level of readiness to learn. The goal of assessment is to provide a match between learner and educational opportunity. In this case, assessment services are not for the purpose of excluding or 'screening out' applicants. Both previous learning in a

remedial[42] programs, necessary to enhance the quality, access and efficiency of college offerings.

The Study Team has noted that the underpreparedness of many learners is a serious problem, one that will likely be exacerbated by economic, social, and demographic trends. From a policy perspective there are two alternatives. Either the colleges give students the kind of support that gives them an "opportunity to succeed, not merely to enrol"; or the colleges simply deny access by limiting enrolment to those learners who meet a certain level of preparedness.

Study Team 4 is firmly convinced that colleges must offer students both access and success. To do so, colleges must undertake a number of tasks. First, colleges must provide for the comprehensive assessment of prior learning and experience.[43] Evaluations of academic preparedness should be for the explicit purpose of program placement, rather than to exclude learners. Assessment must be accompanied by appropriate counselling and placement services.

Second, colleges must provide for a range of preparatory programs to be available to meet the needs identified through assessment. Such programs might be offered in cooperation with other providers. The diversity of needs will require a variety of approaches to ensure that learners are prepared to benefit from college programs.[44]

Third, the requirement to provide equitable access has been interpreted by the Study Team to include the need to assure potential learners that they will be treated

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formal educational environment and work/life experience need to be assessed. (Dance, Terry, "Access and Quality: Preparatory and Remedial Education in the Colleges," [1990].)

41 **Preparatory:** Preparatory education has as a goal to get a student ready to function and be successful within courses and programs. Such educational services may be needed for those who have been out of a formal educational environment for a period of time, for those who lack skills, knowledge or attitudes necessary for success, or for those who have previously been unsuccessful in a formal educational environment. Preparatory services are needed at all levels of college activities. (Dance, Terry, "Access and Quality: Preparatory and Remedial Education in the Colleges," [1990].)

42 **Remedial:** These are programs and services which assist students already enroled in college programs who are experiencing academic difficulty. (Dance, Terry, "Access and Quality: Preparatory and Remedial Education in the Colleges," [1990].)

43 This has been referred to by the Steering Committee as the principle that "what people have already done or learned, counts." ("With the Future in Mind," [1989], p. 4.)

44 For a more extensive discussion of these needs and recommendations to address them, see Dance, Terry, "Access and Quality: Preparatory and Remedial Education in the Colleges," (1990).

similarly, irrespective of which college they seek to attend.[45] Hence, in order to provide all students, no matter which part of the province they live in, an equal chance of succeeding, we believe that colleges must put in place system-wide common standards for assessment, placement and the provision of preparatory programs.

Fourth, learners will continue to need remedial opportunities, in a variety of forms, during the course of their programs.[46]

Finally, the Study Team believes that funding must be provided explicitly to meet these preparatory needs.

The Study Team expects that by providing such 'front-end' and other support services, colleges will significantly increase retention. Reducing attrition,[47] in the view of Study Team 4, would be the single most important contributor to increases in efficiency.[48]

Objective 4: Colleges must ensure that their offerings and programs are both relevant and current to the needs of the community, both learners and employers.

Through the process of consultation and discussion (including the 'visions' submitted) the Study Team has been made aware of the widespread need for 'professional development' and 'curriculum development' in order to meet the

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45 To do otherwise would be to allow for the possibility that both access and quality might vary significantly by college. This proposition was clearly unacceptable to the majority of those with whom we consulted and would appear to undermine the colleges' ability to respond to the context we anticipate. See Rowen, Norman, "Most Things to More People" (1990a), for corroboration. With reference to the services in question, Terry Dance (1990) has noted that there is a "wide discrepancy in both the mix and level of offerings among individual colleges" (p. 3).

46 See Dance, Terry, "Access and Quality: Preparatory and Remedial Education in the Colleges," (1990), p. 3 for a listing of some existing approaches.

47 Estimated to average 43 per cent, as reported in Rundle, Howard, "Post-Secondary Student Attrition in Ontario's College System. Miniproject #17."

48 As noted in the responses to the discussion paper, "the largest efficiencies can be realized by increasing retention of students into 'upper level' courses. Most believe that the provision of front-end academic services (leading to more homogeneous entry levels), coupled with opportunities for remediation, will achieve a reduction in academically related attrition, leading to more optimal class sizes and lower costs per graduate, while increasing the quality and effectiveness of many offerings." Rowen, Norman, "Most Things to More People," (1990a), p. 16.

challenges anticipated for the colleges. As indicated in the summary of responses to our discussion paper:

> As an objective, most participants felt strongly about the need for the colleges to provide faculty, equipment and curricula that are up-to-date. Included in this is the requirement that all college employees (particularly faculty and academic administrators involved directly in program development and management) have sufficient professional development opportunities to be fully current with the 'state-of-the-art' in their respective fields, including the knowledge and ability to assist students to become fully competent in the use and application of new technologies. Similarly, the equipment used in college programs must be current and the curriculum seen as fully relevant to industry needs ... Many suggested that research and curriculum development related to new offerings and alternative modes of delivery has been lacking (and/or uncoordinated) and that, as an objective, new initiatives are required if relevancy is to be maintained and quality enhanced.[49]

The need to enhance the relevance of college offerings has been outlined in the background papers for Study Team 2.[50] Our view is that efforts to date at defining the skills and abilities most appropriate to the production of both goods and services have been understandably general. For example, addressing environmental degradation, providing alternatives for delivering health and social supports to the elderly, and developing alternative means for more effective and efficient use of energy sources will likely require knowledge, skills, abilities and perspectives that are appreciably different from some of those that colleges now offer. If college graduates are to acquire education that is relevant to the challenges of the future, they will be required to adapt to changes in the world of work. These changes may require significant differences in both what is learned and how it is learned. The relevance of a college education will be measured, at least in part, by how well colleges can instil the generic skills needed to meet these challenges.

The Study Team is of the view that with the collaboration of employers, labour, government and the various community interests, the colleges can indeed position

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[49] Rowen, Norman, "Most Things to More People," (1990a), p. 5.

[50] See especially, Wolfe, David, "New Technology and Education: A Challenge for the Colleges," (1989), and Mahon, Rianne, "Towards a Highly Qualified Workforce: Improving the Terms of the Equity-Efficiency Trade-off" both in Colleges and the Changing Economy. Background Papers. (Toronto: Ontario Council of Regents), 1989.

themselves to be both current and relevant to these challenges; to be proactive as well as responsive.

Objective 5: Colleges must provide for the system-wide coordination of academic standards as a basis for monitoring and improving educational quality.

The Study Team is of the view that several specific benefits would result from system-wide standards, including:[51]

- consistency of basic program features and clearly defined outcomes for all program graduates;

- a clear definition of credentials, which would assist learners in transferring credits;

- clearly defined entry standards common to all similar programs, which, together with 'front-end' academic services, would enhance the accessibility, quality and efficiency of program offerings;

- clearly defined program objectives, content and resources, which would assure that offerings are current and relevant to the needs of employers, and would serve as a focus for appropriate curriculum and human resource development initiatives;[52]

- support for individual college initiatives in the development of specific content and delivery forms which address local needs;[53] and

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[51] For elaboration, see Rowen, Norman, "Toward a Self-Governing System: Some Aspects of Quality and Proposals for Change," (1990b).

[52] The background paper notes "that comments by those involved in the MCU review of program standards indicated that the utility of many past provincial guidelines had been eroded over time. As the pace of technological change is acknowledged to be an important pressure ... the content of some program elements will need to be altered to ensure relevance (every three to five years, as reported in MCU April 1989:8). Additionally, the requirements for both human and capital resources to be updated are, implicitly or explicitly, based on some idea(s) of what it means to be 'current.' System-wide standards would provide a clear focus of goals to be achieved in these areas." Rowen, Norman, "Toward a Self-Governing System: Some Aspects of Quality and Proposals for Change," (1990b), p. 11.

[53] As the background paper notes: "consistent guidelines would enable diversity to be a deliberate, rather than a chance, outcome. Stated differently, in the absence of common standards, differences in program content and delivery are unlikely to be systematic; whereas the development of such standards could allow a provincial body to deliberately and purposefully approve and fund college offerings which would exhibit clear differences and, therefore, be the subject of systematic study of their efficiency and effectiveness. Thus, consistency in standards may be argued to enable more, not necessarily less, diversity if this is concluded to be an appropriate objective for the system as a whole." Rowen, Norman, "Toward a Self-Governing System: Some Aspects of Quality and Proposals for Change," (1990b), p. 12.

- regular system-wide evaluations of all programs, which would focus on the objectives applicable to all similar programs, and assist with the gathering of data needed for program improvement.

Regular, system-wide program reviews are an important vehicle for quality assurance. Support for this conclusion is described in a background paper.

> The nature and extent of individual college program review is assumed to vary greatly. It was noted more than a decade ago that "the internal evaluation process in the individual colleges is weak and somewhat inconsistent,"[54] and there is little evidence to suggest this conclusion would be altered over the intervening time. The same report notes the lack of agreement on 'appropriate terminal objectives' or on models for evaluation, a view confirmed in the discussion paper on Provincial Program Standards[55] and the Report of the Accreditation Review Committee.[56]
>
> While there may be considerable disagreement as to who should be responsible for the review function and what orientation should guide it, there has been no disagreement that such a process is required or desirable for the system as a whole. It has, to this point, been assumed that individual colleges have the responsibility for assuring quality (MCU June 1989). **To suggest that system-wide program review is appropriate would be a significant departure from current practice.** The results of research and consultation undertaken by Vision 2000 suggest that **the assurance of program quality on a system-wide basis is, in fact, a desirable change.** This conclusion is evidenced from the consultation of Study Teams 2 and 4 (representing stakeholders from outside and within the colleges, respectively) and is further supported by the consultations as reported by the Ministry's discussion paper on provincial program standards. While there are numerous considerations about the scope and specificity of system-wide standards, the desire for such standards (and, it is assumed, their associated benefits) appears to be widespread.[57]

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54   Zaharchuk and Palmer 1978:69 cited in Rowen, Norman, "Toward a Self-Governing System: Some Aspects of Quality and Proposals for Change," (1990b), p. 12.

55   Ministry of Colleges and Universities, April 1989.

56   Ministry of Colleges and Universities, June 1989.

57   Rowen, Norman, "Toward a Self-Governing System: Some Aspects of Quality and Proposals for Change," (1990b), pp. 8. (emphasis in original).

Objective 6: All colleges should provide a range of 'basic' or 'core' offerings.

The Study Team feels strongly that the definition of core system-wide offerings, coupled with system-wide standards and program review, will enhance and facilitate the complementary roles of individual institutions and the colleges as a system. At the same time, such core offerings are so basic to the needs of all Ontarians that they must be available, in some form, at (or through) each institution. In some cases, availability can be ensured by cooperative arrangements; it is not necessary for every college to offer every core program or service in its own facilities.

The colleges, as a system, should agree on a range of core programs and services that are basic to their mandate.[58] However, system-wide standards should not dictate how specific content and modes of delivery might incorporate the needs of individual communities (including individual learners, employers, etc.). The Study Team joins Dale Parnell in the conclusion that "the point of access for policy makers into the teaching/learning process should be in determining **what** should be accomplished, not **how** it should be accomplished."[59]

Objective 7: Establishing a desirable relationship between access and quality requires sufficient resources. The college system must also strive to find new ways to enhance quality without reducing access.

Our interest in this area has been stimulated by several more specific concerns.[60] First, the Study Team believes that greater stability in the funding of college activities is needed. This could be accomplished by modifying the funding formula

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58 While not wanting to suggest specific offerings, it is assumed that these would include those areas which would form a foundation upon which learners and employers could build. In addition to the assessment, preparatory and remedial services cited above, basic offerings relevant to occupational clusters (such as core technology, business, social services, health, applied arts, etc.) and general education and generic skills would need to be included. We leave the specification of such offerings to the appropriate system-wide body.

59 Parnell (1985), quoted in Rowen, Norman, "Toward a Self-Governing System: Some Aspects of Quality and Proposals for Change," (1990b), p. 12, emphasis added.

60 We note that Study Team 1 has offered their own perspective on this subject and hope our views will be understood as complementary to theirs.

to one that is less enrolment-sensitive. Such a change was suggested by many participants in our consultations.[61]

Second, there is widespread agreement that several areas of college activity have been inadequately funded.[62] Many of these are mentioned in the objectives that the Study Team has outlined above, including assessment, preparatory and remedial services; curriculum and human resource development; teaching of general education and generic skills; alternative delivery methods; and program review. It is our view that such activities are now and will continue to be necessary to fulfil the colleges' mandate in the areas of access and quality. We believe such activities will provide significant efficiencies (from reductions in attrition, cooperative and alternative delivery of programs, etc.). However, it is also clear that some additional funding will be required to meet the needs and objectives we have identified.

Another important area where funding has been inadequate concerns part-time learners. Part-time enrolment ought to be strongly encouraged and the funding mechanism adjusted accordingly (rather than adjusting enrolment to suit the formula).

A third concern is that quality has, from time to time, been sacrificed to open access. There is considerable feeling that the current formula has "rewarded numbers, while hoping for quality." It is widely assumed, for example, that earlier commitments to the provision of general education were sacrificed to fiscal pressures.[63]

Improving access must be a major objective of the colleges. Our mandate, however, must similarly reflect the value of quality. Study Team 4 is of the view that there is limited room for enhancing quality and access without the necessary financial investments.

If funding is insufficient to ensure quality, enrolment may have to be limited, a result that Study Team 4 would strongly oppose. We believe that more

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61 "It was frequently noted that the preoccupation with enrolment has been an impediment to the further development of quality." Rowen, Norman, "Most Things to More People," (1990b), p. 15.

62 Rowen, Norman "Most Things to More People," (1990a).

63 See Rowen, Norman, "Pressures for Change, Opportunities for Development," (1989), pp. 7-8, and Instructional Assignment Review Committee, "Survival or Excellence," (1985), p. 93.

comprehensive assessment, placement, and preparatory activities, coupled with access to basic and core offerings, are needed to provide the foundation upon which more advanced training and retraining can build. In the context outlined above, the investment in providing more effective access is viewed as a prerequisite to addressing the advanced training needs of the economy. Enhancing initial access must be a priority in determining the desirable relationship between quality, access and funding.

Objective 8: Colleges must play a part in encouraging the greater involvement of employers in training.

The Study Team concurs with the general proposition that the development of a labour force that is highly skilled (i.e., possessing both generic and occupationally relevant and portable skills) is a social investment. One way to encourage employer involvement in this process would be through various forms of employer-sponsored training.[64] As one background paper notes, "the underinvestment in training by employers is one of several factors that combine to create a disequilibrium between the skills required and those available in the labour market."[65] Renewal of the mandate of the colleges is an important factor if labour-market needs are to be addressed adequately. In this context, direct employer involvement in a variety of forms must also be included.

Additionally, employers (and other stakeholders such as unions, professional associations, industry groups, etc.) should be afforded mechanisms for their individual and collective participation in college programming. This conclusion reflects the desires not only of individual employers or industry groups, but of internal constituencies as well.[66] Study Team 4 feels strongly that the involvement of stakeholders at the college level (through, for example, individual program advisory committees) should be complemented by their participation at a system level.

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64 See McFadyen, Craig, "Models for Increased Private Sector Financing of Training and Labour Market Development," in Additional Perspectives on the College System. Background Papers. (Toronto: Ontario Council of Regents), 1990.

65 ibid. p. 1

66 Honsberger, Harv, (1990c) "Themes and Implications: A Report on the Visions from the College System," (1990c).

Objective 9: A decision-making structure appropriate to the mandate of the colleges is one that includes all stakeholders, both internal and external to the colleges.

This proposition reflects Study Team 4's view that, as a system, the colleges have matured. As indicated in the report on our consultations, "participants were generally agreed that, whether local or more central, decisions ought to be made with the involvement of a variety of stakeholders."[67] An important criterion in the development of appropriate structures and mechanisms is, we believe, the explicit involvement of the college community, broadly defined to include constituencies internal to the colleges as well as a range of external stakeholders.

Our discussions have indicated a number of areas where a system-wide presence is desirable. These include the academic policies cited above: namely, the provision of general education and generic skills, front-end academic services (such as assessment, preparatory and remedial offerings), standards (to provide for equivalencies for the purposes of credit accumulation and transfer, as well as common objectives for achievement), the determination of system-wide programs, and program review. We believe that, in order to be most effective, decision-making in these areas will require the participation of the variety of interests that constitute the college community.

As noted in one of the background papers, the inclusion of stakeholders, both internal and external to the colleges, in decision-making is

> predicated on the assumption that those involved in the support, education and employment of learners are in a position to collaborate in determining the kinds of objectives and experiences which will be most appropriate. (To suggest otherwise is to assume that a community of interest neither does — nor can — exist. Vision 2000, as a matter of principle, must establish the value of collaboration and propose a structure and mechanism ... which embodies that value.)[68]

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67 Rowen, Norman, "Most Things to More People," (1990a), p. 9.

68 Rowen, Norman, "Toward a Self-Governing System: Some Aspects of Quality and Proposals for Change," (1990b) p. 17.

The challenge facing Ontario's colleges is to achieve the goals of quality assurance and student access without sacrificing local responsiveness and system-wide flexibility. This goal has arisen because of profound changes in the needs of students, the colleges and society.

- Today's college students are older than their counterparts in the past. They come from more diverse backgrounds and have more diverse educational aspirations. They reflect the changing occupational and social structure of Ontario.

- Colleges are now mature educational institutions. Ontario's colleges have become integral elements of local communities, serving a broad range of educational functions. It is the established strength of local colleges which now provides a foundation for greater collective self-governance.

- Society is demanding more from our educational institutions. For most Ontarians, the movement towards an even more knowledge-intensive and communications-intensive society will impose new educational needs and desires.

The qualitative and quantitative significance of these changes demands an adequate response. In a world of limited resources and growing needs our solutions must be efficient. The challenge is to construct new solutions on the foundations of the hard-won expertise of existing institutions and practices.

▲ Recommendation 1

That the government and colleges work together to establish a College Standards and Accreditation Council (CSAC) that will develop and maintain standards for all college credentialled activities. The CSAC, which would report directly to the Minister of Colleges and Universities, would have legislated executive authority with respect to accreditation and numerous advisory roles with respect to the activities of both the Ministry of Colleges and Universities and the Colleges of Applied Arts and Technology.

COMPOSITION OF THE CSAC

The CSAC would provide a new, system-level opportunity for stakeholders to participate in the college system. These stakeholders would include:

- college personnel (faculty, support staff, management, governors, advisory committees)
- students and alumni
- employers

- labour
- governments (local, provincial and federal)
- professional associations
- community agencies
- other educational jurisdictions (e.g., schools, universities, etc.)

Submissions to Study Team 4 noted that the colleges are now ready to take on the task of collective standard-setting, but the process must involve significant internal and external partners to ensure 'validity' and 'accountability.' The colleges, along with the society around them, have matured. The role of the CSAC would be to renew and consolidate existing cooperative efforts by providing a more efficient and effective forum for setting academic standards at the system level. The colleges themselves, through their staff, advisory committees, and boards of governors, must continue to be the critical decision-makers who will ensure local responsiveness and accountability.

The Study Team considered whether some existing agency might work to address the need for standards. Wide involvement by the full range of relevant stakeholders was the major criterion used by the Study Team for considering which institutional body or bodies might be most effective in developing academic standards. Undoubtedly, there are conflicting as well as mutual interests when it comes to setting standards and engaging in the review processes necessary for assessing accreditation. A fully representational structure is able to take diverse viewpoints into account and provides new avenues for conflict resolution. Collective decision-making with respect to quality assurance, offers the colleges a fresh approach to leadership and accountability. In this way, the CSAC is meant to build upon the strengths of the existing structures by respecting the integrity of their perspectives within the decision-making process.

Various options were considered as ways to institutionalize the standard-setting and accreditation processes. ACAATO and its various committees were considered as an option. ACAATO does provide college personnel with an opportunity to cooperate, identify challenges and develop 'internal' responses to issues. This is a necessary, effective element of the college system. Colleges and colleagues need this type of professional opportunity. ACAATO is clearly one of the stakeholders, but it does not provide a neutral forum where all of the different constituencies could participate on an equal footing. ACAATO, with its important role for the managers of the college system, is not well suited to finding a common ground for all

participants. Indeed, it is crucial that it retain its effectiveness for its own constituency.

MCU and the Council of Regents were considered as potential sites of decision-making with respect to standards and accreditation. MCU's primary concentration is on the effective operation of the colleges. The Council is involved in the selection of board members, labour negotiations and providing medium-range and long-range strategic advice about the colleges to the Minister. Again, both MCU and the Council have meaningful roles within the system and are clearly stakeholders. However, neither body offers the focus nor broad representational structure required.

Study Team 4 found itself faced with some difficult choices and ultimately felt that a new mechanism was needed to deal with the coordination of academic matters related to quality and quality assurance. Participation by college staff, advisory committees, boards of governors, and other stakeholders in the work of the CSAC is a way to provide access to academic decision-making. This structure will increase college and college system accountability for the quality of educational offerings. It will also overcome the limited opportunities for national and provincial organizations to engage in meaningful and multi-level contact with the colleges and the college system.

FUNCTIONS OF THE CSAC

The CSAC would be assigned several functions new to the college system. In addition to those outlined below, Recommendations 2, 3, and 4 specify other roles and functions for the CSAC.

a) **To establish standards, based on learning outcomes, for all college credentials**

b) **To evaluate academic programming and services through regular, system-wide program review for the purpose of accreditation[69]**

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[69] Accreditation: This is the process of evaluation of a program or course which determines that it meets standards and thus, credentials can be granted. In general, courses, programs and colleges can be accredited by a variety of agencies — the government and professional associations are the two most commonly involved. Currently, in Ontario, all community colleges and their programs are accredited by the government through the Ministry of Colleges and Universities and the Council of Regents.

c) To accredit all new credentialled programs

When the Study Team came to the conclusion that the system wanted standards for what was being offered in the colleges, we were clear that standards were the goal, but not standardization. Standards are meant to provide colleges with a description of what should be learned, but local colleges should retain their autonomy in determining how it should be taught to meet local needs.

The focus on learning outcomes means that yardsticks such as length of programs, full-time or part-time status, location of the learning (on campus or job site, for example), even mode of learning (in-class, self-directed, or via distance education means) would generally not be relevant to the setting of standards. They are all aspects of how learning takes place, but not measures of what the student learns.

Local colleges will determine the manner in which offerings meet their objectives. Diversity will be encouraged in meeting local needs. Uniformity of delivery or content is not the goal of defining standards.

d) To determine a set of courses, programs and academic services that would constitute a core of educational offerings of all colleges

By defining a core set of educational offerings the CSAC assists the colleges in presenting a consistent and more easily identifiable face to all Ontarians. Certainly much college educational activity will be tailored to local needs — as is the case now. However, the commitment to quality and identity must be true for both system-wide core activities and locally specific offerings. All credentialled activity must be subject to evaluation for the purposes of accreditation in order for colleges and the system to be accountable.

e) To assist the colleges in providing reasonable access to a set of core educational offerings when not available locally.

A number of college courses are available at some colleges and not at others. The Study Team examined the question of whether this specialization is an undue restriction on learner access. We concluded that the existing pattern of specialization reflects local needs and is likely to continue.

The Study Team is not recommending any province-wide rationalization of courses, programs or colleges. No significant efficiencies would result from such a move without considerable reductions in access — in our view, an extremely undesirable consequence. Furthermore, the limited efficiency gains from forced provincial rationalization are likely to compromise the college's mandate to be student-centred and serve the local community. Some cooperation may be desirable for nonspecialized programs with limited demand, and there is a role here for the CSAC.

The CSAC should encourage cooperation among colleges in the delivery of courses so that local specialization can continue without compromising access. In addition, other improvements in which the CSAC will be active — greater transferability, the definition of core college activities, a comprehensive college education and more learner-responsive curriculum — will contribute to improving learner access.

Study Team 4 believes that the college system has the expertise, working in partnership with employers and government, to adapt to and meet the educational demands of the future. The venue for individual, community and provincial needs to be discussed is within the structure of relationships among the college staff, the Advisory Committees, the Board of Governors and the College Standards and Accreditation Council. Rationalization would violate the community mandate of the colleges, and not provide the benefits the province and the employers want.

f)   **To clarify existing college credentials**

The college 'certificate' should be awarded for learning a defined set of generic skills, general education and vocational knowledge and skills. The college 'diploma' should define an additional set of generic skills, general education and vocational learning outcomes. The diploma needs to be built upon the certificate outcomes and lead naturally from the certificate level. The current 'three-year diploma' should be defined and renamed. One suggestion of the Study Team is that the term 'master diploma' be used to describe this next level of achievement.

Other college credentials cause confusion as well, sometimes causing difficulty for learners in climbing the educational 'ladder.' College offerings should help learners to get onto this ladder, help them continue their climb, and ensure that learners are not led into an educational or career dead-end. Credentials are an important part of this educational laddering concept.

The least understood of the credentials currently offered by colleges is the 'post-diploma certificate.' Study Team 4 considered whether changing the designation of this certificate — to 'degree,' 'associate degree,' or some new term — would be helpful. We concluded that efforts to increase understanding of the credential would help in some instances; in others, the post-diploma certificate should be replaced by a new university-equivalent degree, to be granted by the CSAC. (See item [f], above.)

The Study Team intends that the principle which guides the CSAC as it determines the standards for the different credentials should be that the credential should fit the program (rather than programs being modified to fit the credential).

g)   **To provide leadership in the improvement and expansion of degree-completion opportunities for college students and graduates. To expand**

opportunities for advanced education by developing a mechanism for granting a unique university equivalent degree, separate from any current university degree

Many options for providing educational opportunities beyond the college diploma were suggested and discussed. As well, this Study Team recognized that Study Team 5 was considering this need.

One idea considered at the outset of the project was giving colleges the role of preparing students for university entrance. But there was little or no support for university transfer activities in the college system. College education was seen to have a direct, distinct value.

The colleges already provide degree-completion opportunities; that is, some college graduates get some university credits for work done at colleges once they have been accepted at a university. However, the credit that universities will grant varies according to where the college work was done and where the student has been accepted. With the evolution of consistent standards, these variations in credit granted should be somewhat reduced.

Study Team 4 strongly supports the expansion of advanced learning opportunities. The CSAC could respond in several ways to the need for more educational opportunities beyond the diploma. One response would be to clarify the confusion that surrounds the existing credentials for post-diploma work done at colleges, thereby making post-diploma programs more attractive to learners and employers who might have overlooked them before.

Another response would be for the CSAC to establish a mechanism for granting degrees equivalent to university baccalaureates for work undertaken by college learners. In some cases, the work required for this new credential would be done entirely within the college system (in programs often referred to as 'polytechnic' education); in other cases, the program could combine college courses with university courses. The CSAC should assess the various offerings that may be suitable components of these degree programs and set standards for their accreditation.

The Study Team considered whether individual colleges should be given the right to grant these new degrees and ultimately felt this was not appropriate. Since the stakeholders expressed clearly that colleges should not be differentiated in terms of function or quality, the Study Team did not want to establish a structure where some colleges would grant degrees and others would not.

h)   **To increase colleges' effectiveness in noncredentialled activities**

The CSAC would concern itself with credentialled college activities only. However, the Study Team recognizes that these credentialled activities are only part of the offerings and services provided to communities and

clients by colleges. Noncredentialled activities are extensive (in some cases, they are more than 50 per cent of a college's activities). Noncredentialled activities (contract services, fee for service, contract training, etc.) would not be within the jurisdiction of the CSAC. However, the establishment of standards for credentialled activities could assist colleges and their clients in several ways.

- Colleges will be seen by clients as suppliers of clearly defined, quality-assured training and education.
- Colleges will be able to assess noncredentialled training for credit towards college credentials. This would give tangible commitment to providing lifelong learning opportunities.

BENEFITS OF THE CSAC

Study Team 4 sees many benefits resulting from the implementation of this recommendation:

- improved perception of the value and effectiveness of college activities;
- increased clarity about the quality and nature of college educational opportunities;
- enhanced responsiveness to individual, community, and provincial educational needs;
- enhanced transferability of credits;
- tangible development of the concept of lifelong learning;
- increased effectiveness and efficiency;
- improved cooperation amongst colleges;
- greater consistency of college offerings;
- meaningful participation of stakeholders in college academic matters; and
- greater accountability of college system to stakeholders.

The Study Team recognizes that the process of introducing the College Standards and Accreditation Council to the already complex and delicate educational system must be handled with considerable care. Close attention needs to be paid to ensuring that the costs of transition do not outweigh the benefits. In particular, it is essential that the process for establishing the CSAC and outlining its mandate and operational parameters be open and representative.

The CSAC will consume time and resources to establish and to achieve goals. Many associated with the college system will feel that the system lacks sufficient resources or will, once again, have to sacrifice quality in order to provide the resources to establish this new structure. Some consolidation of powers and

resources of provincial organizations will have to take place in order to more effectively use those resources to achieve the goals.

In the end, it is the view of Study Team 4 that the college system has little choice except to use the necessary resources, and overcome reluctance to cooperate, in order to develop the means to deliver a clear, consistent message about its services and graduates. The greatest risk for the college system is to do nothing about the need for system-wide standards. If the college system is committed to responsiveness, accountability and self-governance, these recommendations make tangible that commitment. The Study Team feels that the time, energy and other resources required are necessary to meet the needs.

▲ Recommendation 2

The CSAC should establish as a curriculum standard the requirement that no more than 50 per cent of any college credentialled program should consist of specialized vocational courses.[70] The remainder of every credentialled program should consist of a combination of generic skills and general education.

The Study Team recognizes that this recommendation would affect every credentialled program currently offered. However, it is strongly supported by people throughout the college community.

> Employers, workers, students and teachers have all told Vision 2000 that too many among the current crop of Ontario community college graduates are deficient in generic skills and general education, to the detriment of our graduates' career success and the future performance of the Ontario economy ... Employers and employer associations have also told Vision 2000 that Ontario college graduates should bear some common hallmark of academic quality, that the words 'college graduate' should have a common meaning across Ontario.[71]

Vocational skills and knowledge gain the graduate acceptance by the employer. Generic skills and general education will be used by the graduate to improve effectiveness and efficiency in the workplace. As well, generic skills and general education contribute to the learner's personal development. Considering these

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70 "The primary thrust of a vocational course is the inculcation of skills and knowledge specifically applicable to and necessary for entry into or certification within a particular job or occupational field." (Park, Michael, "Expanding the Core," [1990], p. 3)

71 Park, Michael, "Expanding the Core," (1990), p. 5

arguments, the 50 per cent maximum for vocation-specific education and the 50 per cent minimum for generic skills and general education seemed to the Study Team a correct (if somewhat arbitrary) balance.

▲ Recommendation 3

The CSAC should ensure that each college's educational offerings include defined standards for assessment, preparatory and remedial services in order to achieve the goal of 'access with success.' These services should be provided to underprepared students tuition-free.

Colleges and local school boards should create procedures that allow school boards to issue high-school diplomas for college preparatory work that meets their standards.

The Study Team considers efforts to prepare students for college work crucial if colleges are to develop the human resources needed for our economy to compete successfully in the future. Preparatory programs also increase access by enabling more would-be learners to benefit from college-level development.

Study Team 4 considered suggestions that students of whatever age should be under the jurisdiction of the secondary schools until they succeed in entering college programs. But it may be to the advantage of the learner if the colleges are directly involved in providing pre-college preparatory services. Such college offerings as General Arts and Sciences and Ontario Basic Skills build learner skills, provide information, and build readiness skills for both college vocational courses and university programs. Learners have the opportunity in a college setting to complete high school, prepare for specific college courses and acquire transferable skills and credits. Many submissions to the Study Team made the point that adults seem to prefer a college setting for these efforts.

The Study Team recognizes the substantive efforts of the secondary schools in this adult education area and recommends that school boards be represented on the CSAC. The right to issue high school diplomas for college preparatory work would remain with the school boards.

The Study Team also endorses the proposal put forward by Study Team 5 for joint, cooperative professional development activities for college and secondary-school instructors and managers. These activities would allow those people in the secondary schools with a university background to better understand the nature of the colleges' curriculum, personnel and educational strategies. As well, they would

provide a more detailed and realistic view of the secondary schools for college personnel who may be years removed from first-hand experience with secondary schools.

▲ **Recommendation 4**

To enable the colleges to improve both quality and access, the Study Team recommends that the government allocate funds, in consultation with the CSAC, for:
- *the development of alternative modes of curriculum delivery*
- *the development of college staff to effect the curriculum changes*
- *the research necessary to identify curriculum needs, priorities and resources related to the establishment of system-wide standards.*

The CSAC would help to ensure that the curriculum and professional development implications of system-wide curriculum standards would be addressed. Once a core of educational offerings is established, the system and the individual colleges become accountable for the provision of both access and quality. If these are to be provided in a learner-centred manner, a variety of life and learner characteristics of students will need to be considered in the design of curriculum. Colleges will need to have flexible scheduling and modes of delivery.

Broad support for the development of alternative delivery methods was evident throughout the Study Team's work.[72] Alternative delivery could assist the colleges in meeting most of Study Team 4's objectives. The CSAC can provide incentives to make colleges more learner-centred by designating funding for the development of alternative delivery modes. The beneficial effects of flexible delivery on student retention, and therefore on efficiency, warrant the allocation of resources for curriculum development.

In particular, faculty and academic managers will need more intensive training in curriculum development. Many teachers have felt threatened by the movement away from the traditional classroom modes of delivery. Some feel they lack the experience, skills and knowledge to develop curriculum in alternative modes and

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[72] See Allen, George, "Alternative Delivery" 1990; Dance, Terry, "Access and Quality: Preparatory and Remedial Education in the Colleges," (1990); Honsberger, Harv, "Quality from an Instructional Perspective" in Challenges to the College and the College System. Background Papers. (Toronto: Ontario Council of Regents), 1990a; Honsberger, Harv, "Tasks and Roles in Curriculum Development," (1990b); and Honsberger, Harv, "Themes and Implications: A Report on the Visions from the College System," (1990c).

they worry that educational technology will replace them. Using educational technology in delivery still requires instructors who understand students and curriculum and who can assess the students' progress. The roles of the teacher may shift — towards designer, developer, counsellor and evaluator — but they remain significant.

Many faculty have been hired for their familiarity with content. The longer they teach, the more they need professional development opportunities to keep them current with respect to their content areas. Similarly, the longer they teach, the more important it becomes that they acquire curriculum development and student-centred skills in order that they can meet the needs of students and other clients.[73]

While the needs for curriculum development and professional development are acknowledged to be system-wide, the Study Team has concluded that the determination of how to provide the most appropriate forms for such activities should be the responsibility of individual colleges. We believe the professional development proposals set forth in "Human Resource Development in the Third Decade"[74] provide a good foundation upon which to build. The importance of curriculum development should be similarly embodied in a series of system-wide initiatives.

As the accountability for quality and access becomes shared at the college and system levels, information for decision-making and planning must be generated and shared. Each college will need to gather, analyze and interpret both local and broader information, which should be coordinated at the system level with provincial and national information in order to contribute to coordinated planning of priorities and strategies. To provide incentives for such coordination, system funding should be designated to support it.

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73 For a more extensive discussion of processes involved see Honsberger, Harv, "Tasks and Roles in Curriculum Development," (1990b).

74 Committee of Presidents, Ontario Colleges of Applied Arts and Technology, (March, 1989).

▲ Recommendation 5

Program design and delivery, learner services and funding should not discriminate against part-time learners. Funding levels must be established that will provide services for part-time learners that are at least equivalent to those available for full-time learners.

Currently, most part-time learners are expected to make use of college resources in evening or weekend studies. Many colleges attempt to compensate for the discrepancy in funding between part-time learners and full-time students by providing part-time learners with limited services and lower-cost, part-time instructors.

However, system-wide standards will require that student-centred services — assessment, preparatory, remedial and admissions — be provided to all learners on an equal basis. If the assessment services are used to match learners with educational opportunities, academic and career counselling will also need to be available.

The designation of one learner as part-time and another as full-time has led to a two-tier system that is no longer appropriate for the colleges' operating strategy. With the changing profile of learners, their needs and their availability, the colleges as well as the funding mechanism must be organized differently.

Some learners have found themselves discriminated against because of their availability and the timing and location of courses. Worse, some learners have found that, even when they gain access to the courses they want, the credits for their educational achievements are not accepted by colleges (even the college where they took the courses) simply because they took the course in the evening or some other time. For example, some colleges have claimed that credits from evening courses cannot be considered equivalent to credits from day-time courses because of the amount of time spent in the course, the nature of the services provided, or the qualifications of the instructor.

For students this situation is doubly frustrating. First they take courses taught by instructors who have been hired because they can be paid less than full-time instructors (but who nonetheless often provide excellent learning experiences) and they make do with fewer counselling, library, audiovisual and other educational services. Then they find they cannot receive the credits they require for the credential they are pursuing because of this lower level of service.

Colleges should allocate credits for their courses on the basis of learning outcomes. Making program delivery more student-centred — through flexible timing, alternative delivery modes, and modular offerings — will also assist the part-time learner.

▲ Recommendation 6
The current funding mechanism should be altered to make it less enrolment-sensitive and to recognize the interdependence of quality, access and funding.

Throughout our consultations with the college community there were calls for changes to the funding formula. While some may have been born of normal frustrations, in general, there appeared to be a consensus that the current mechanism's emphasis on enrolment creates pressures that are counterproductive to meeting learner needs.

Study Team 4 concurs with the conclusion that this is inappropriate to meeting college and learner goals. Providing for the basic educational infrastructure of the colleges (including the academic supports cited above, needed professional development, curriculum development and initiatives in alternative delivery) should be, in large measure, independent of specific enrolments or a college's position relative to its sister institutions.[75] More importantly, the resources required for such activities ought not be 'stolen' from formula allocations. Rather, the units providing these should be funded on a stable and on-going basis, whether in the form of a 'block grant' or other discrete allocation.

The Study Team wishes to reiterate the need for greater stability in funding, adequate funding for basic services and the need to consider factors beyond enrolment when allocations are determined. Incentives for efficiency in the delivery of programs (e.g., a 'graduates' factor) might encourage efforts at retention and are consistent with an orientation to 'outcomes' and 'success,' rather than solely enrolment. Similarly, funding to support alternative and cooperative delivery, the effective use of instructional technologies, and provisions to provide access to important constituencies will help enhance quality, access and efficiency as well.

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75 Indeed, a Keynesian model might suggest that such investments might most profitably be made 'countercyclically' to college enrolments (i.e., when enrolment is declining and staff might be available).

The Study Team believes a recognition and careful examination of the relationship between enrolment, funding and quality would serve to identify those elements of the funding formula that can be altered in order to make the college system more productive.[76]

▲ Recommendation 7
Government policy needs to provide incentives and direction to encourage more employer-sponsored training.

The Study Team, as well as many of those with whom we consulted, viewed with some optimism the idea of a grant-levy system for funding the training necessary for the province's continued development. We declined to recommend this, given our uncertainty that it is the only approach worth investigating further. While we believe such a framework merits serious consideration, other approaches should similarly be considered including paid educational leaves, sectoral initiatives, and other tax-based plans.[77] Our interest, and we believe that of the system as a whole, is that additional funds necessary to meet the demands of employers for the development of their workers' skills and abilities must flow directly from those enterprises. The Study Team believes it is reasonable to expect that such resources would be most effectively allocated through the colleges as public institutions.

We believe the development of the province's human resources is a public priority. Delivery of services to meet these needs should be determined through open, representative decision-making and with public accountability. A self-governing college system based upon partnerships would fulfil that objective. We believe the private sector will have ample reason to participate and financially support this system.

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[76] In addition to these suggestions, the Steering Committee may wish to carefully consider the alternatives offered in the commentary to Recommendation #2 of "Survival or Excellence?" Report of the Instructional Assignment Review Committee (MCU, July 1985) pp. 123-124.

[77] See McFadyen, Craig, "Models for Increased Private Sector Financing of Training and Labour Market Development," (1990).

▲ Recommendation 8

The Steering Committee should adopt the following operating principles, which reflect the views of the stakeholders in the colleges, as criteria for the review and renewal of the college mandate.

- The colleges should act more as a system.
- The system should be more self-governing, and internal and external stakeholders should be directly involved in governing the system.
- Colleges within the system should be consistently equal in terms of quality of curriculum and services.
- Lifelong learning meets the need for human resource development at a provincial and individual level.
- Equality of access is an important element of all colleges' goal to provide the opportunity for lifelong learning.
- Community responsiveness is an important feature of all colleges.
- Local autonomy in decision-making and accountability is directly related to the need for community responsiveness.

Appendix 1: Members of Study Team 4

George Allan,
Professor,
Departments of Mathematics and
Instrumentation,
Lambton College

Maureen Dey,
Chair,
English Department,
Seneca College

Harv Honsberger,
Executive Officer of Study Team 4, and
Instructional Development, HRD,
Sheridan College

Jay Jackson,
Technologist,
Sheridan College

Frank Lockington,
Ontario Skills Development Office,
St. Lawrence College

Keith McIntyre,
Chair of Study Team 4, and
President,
Mohawk College

Norman Rowen,
Research Consultant

Adam Sugden,
Coordinator of Pulp & Paper
Engineering Program,
Sault College

Helmut Zisser,
General Manager, Federal/Provincial
Relations,
Ministry of Skills Development

Terry Dance,
Dean,
Access & Program Development,
George Brown College

Roy Giroux,
Vice-President,
Education & Faculty Services
Humber College

Garth Jackson,
Vice-President,
Academic
George Brown College

Bill Kuehnbaum,
Professor,
Cambrian College, and
Vice-president OPSEU

Richard Marleau,
Professor, School of Business,
Canadore College

Pat McNeil,
Manager, Beach Tree Cafe,
Graduate of Centennial College & York
University

Karen Shaw,
Executive Director, Cambrian
Foundation,
Cambrian College

Bill Summers,
Manager,
Program Services,
Ministry of Colleges & Universities

Appendix 2: Chronicle of Events for Study Team 4

Study Team 4 Meeting Dates:

The following is a list of Study Team 4 meeting dates. Study Team members attended these gatherings to plan research and strategy, discuss research papers, address issues and recommendations for the Study Team's Final Report, etc.

- November 11, 1988
- December 15 & 16, 1988
- January 25, 1989
- March 13, 1989
- April 3, 1989
- May 1, 1989
- June 15, 1989
- July 6, 1989
- September 27 & 28, 1989
- December 6, 1989
- January 5, 1990

Imagine Your Colleges Tours:

In February and March of 1989, Study Team 4 members conducted "Imagine Your College" tours at all colleges. The tours were designed to familiarize each college with the purpose and activities of Vision 2000, to promote the "Imagine Your College in the Year 2000" project, and to motivate as many people as possible to become actively involved in Vision 2000. Participants at the college included the college president, union officials, College Council members, Student Council officials, and other college administrators and committees. The Study Team would like to acknowledge the invaluable role played by the **Vision 2000 Coordinators** in facilitating these college tours.

Imagine Your College Tours — 1989

Date:	Location:	Coordinator:
February 2	St. Lawrence	Robin Pepper
February 2	Sault College	Penny Gardiner
February 6,7	Seneca College	Tony Tilly
February 8	Georgian	Fred Ruemper

February 13	Conestoga	Larry Rechsteiner
February 13	Canadore	Michael Manson
February 14	Niagara	George Repar
February 15	Northern	Philippe Boissoneault
February 16	Humber	Michael Harper
February 16	George Brown	Bob Struthers
February 16	Sheridan College	Bob Bernhardt
February 20	Centennial	Margaret Kende
February 21	Cambrian	Linda Wilson
February 22	St Clair	Lynn Watts
February 22	Fanshawe	Emily Marcoccia
February 23	Algonquin	Robin Dorrell
February 27	Durham	Bonnie Ginter-Brown
February 28	Mohawk	Andy Tapajna
February 28	Confederation	Bob Mitchelson
March 1	Loyalist	Maureen Piercy
March 2	Sir Sandford Fleming	Marg Dickson
March 2	Lambton	George Allan

Regional Focus Group Meetings:

Part of the Study Team strategy for gathering reactions to the discussion paper *Pressures for Change, Opportunities for Development* was to solicit reactions through regional focus groups discussions. These focus groups involved all regions of the province and all the colleges, and were facilitated by the Vision 2000 Coordinators. There were over three hundred participants including college administrators, faculty, support staff, students and members of board of governors.

Regional Focus Groups — 1989

May 12	Confederation College in Thunder Bay
May 24	**Western Region** in Hamilton
	Fanshawe
	Conestoga
	Lambton
	Niagara
	Mohawk
June 2	**Eastern Region** in Ottawa
	Algonquin
	Durham
	Loyalist
	St. Lawrence
	Sir Sandford Fleming
June 7	**Central Region** in Toronto
	Centennial

	George Brown
	Georgian
	Humber
	Seneca
	Sheridan
June 9	**Northern Region** in Sudbury
	Cambrian
	Canadore
	Sault
June 12	St. Clair College in Windsor
June 16	Northern College in Timmins

Appendix 3: Background Papers

Study Team 4 commissioned the following research papers.

Discussion Papers:

Pressures for Change, Opportunities for Development
Norman Rowen

Responses Papers:

Themes and Implications: A Report on the Visions from the College System
Harv Honsberger

Mini-Scanning the Future
Irene Ross

Most Things to More People (Reactions to the discussion paper "Pressures for Change, Opportunities for Development")
Norman Rowen

Quality Papers:

Alternative Delivery of Instruction in Post-Compulsory Education
George Allan

Access and Quality: Preparatory and Remedial Education in the Colleges
Terry Dance

Quality: From an Instructional Perspective
Harv Honsberger

Tasks and Roles in Curriculum Development
Harv Honsberger

Expanding the Core: General Education, Generic Skills, and Core Curriculum in Ontario Community Colleges
Michael Park

Towards a Self-governing System: Some Aspects of Quality and Proposals for Change
Norman Rowen

Visions of Educational Technology in the Year 2000
John Taylor

Appendix 4: "Imagine your College" Visions/Submissions

Imagine the College System in the Year 2000 - A Proposal for Regional Colleges
Ron Chopowick, Director, Academic Services
ACAATO

Vision of the Future of Co-operative Education
College Co-operative Educators of Ontario, Submitted by Barry McGill, Chair
ACAATO Committee

Conditions, Trends, Issues that will Influence the Financial Effectiveness of Ontario's Colleges . . . in the Year 2000
College Committee on Financial & Administrative Affairs, Submitted by Robert J. Cardinali, Chair
ACAATO Committee

International Education and the Ontario Colleges of Applied Arts & Technology
 College Committee on International Education, Submitted by Fred Etherden, Chair
ACAATO Committee

Access and Success, A Submission to Vision 2000
College Committee on Student Affairs, Submitted by Marilyn Stratton-Zimmer, Algonquin, Chair
ACAATO Committee

The College Placement Group Vision for the Year 2000
College Placement Group, Submitted by R. B. Armstrong, Confederation
ACAATO Committee

Learning Resource Centres and Media Centres in the Year 2000
Committee on Learning Resources, Submitted by Dora Dempster, Niagara Chair
ACAATO Committee

College Health Centres & Current Trends: Special Needs
Health Services Personnel Cmt., Submitted by Nancy Peters, Co-Chair, Sault and "Special Needs" Appendex by Alma Stebbings, Sheridan
ACAATO Committee

Learning Resource Centers: MiniScan Report (Geneva Park Conference May 1989)
Learning Resource Centers Annual Conference Participants, Submitted by Vihari Hivale, Humber
ACAATO Committee

What Should Ontario's College System (Physically) Look Like in the Year 2000
OCAAT Commitee of Plant Directors, Submitted by Richard P. Court, Mohawk, Chair
ACAATO Committee

Student Financial Aid
Ontario Association of College Financial Aid Administrators, Submitted by Christine Wolch, Chair
ACAATO Committee

MiniScan Submissions
ACAATO Conference Vision 2000 Participants

MiniScan Composite
Central Region Heads of Nursing, Submitted by Renée Kenny, Centennial, Chair
ACAATO Sub-committee

MiniScan Composite
Western Region Heads of Nursing, Submitted by Mary K. Brown, Mohawk
ACAATO Sub-committee

Role of Counselling in the Year 2000
Ontario College Counsellors Association
Submitted by Pamela Mitchell, Chair
ACCATO Committee

Establishment of Centres for Job Requirements and Training Needs
Algonquin Management Centre, Submitted by Robert Charleboise, Manager
Algonquin College

Problems and Opportunities for the Colleges in the Decade Ahead
Barry Barclay, Teaching Master
Algonquin College

Vision of the Library in the Year 2000
Bernard Brégaint, Librarian
Algonquin College

Trades and Technology Training
Bert Hopkins, Chair, Electronics Technology
Algonquin College

Visions Resulting From the Algonquin College Vision 2000 Workshop, May 10, 1989
College Academic Council
Algonquin College

Report on Exploration of Alternate Delivery of Programs
Dianne Bloor, Cathy Thom, Faculty Members, Health Sciences
Algonquin College

Preparing for Change: Dealing with the Needs of Diverse Adult Learners
M. Evans-Merrill, Department of Adult Education
Algonquin College

Access to College For All Ontarians
Marian Sinn, Adult Basic Education Department
Algonquin College

Comments for Colleges and the Community and Colleges and the Educational Spectrum
Nathan Greenfield, English Faculty
Algonquin College

Students' Basic Skills & Teacher Preparation
Phil Irving , System Administrator
Algonquin College

Resource Centre Recommendations and Ideas
Resource Centre Staff (17 participants of an April Vision 2000 Meeting)
Algonquin College

MiniScan Submission
Submitted by Norm MacKenzie, President
Barrie and District Labour Council

Suggested Improvements in Skills Development Programs
William Finkle, Chair
Belleville C.I.T.C., Skills Quinte Inc.

Mini-Sondage de Vision 2000
Denis Haché, Vice-président académique
Cambrian College

The College and its Community
Group of Administrators and Faculty
Cambrian College

Vision 2000 Your College and Its Learners
Group of Administrators, Coordinators and an Instructor
Cambrian College

Your College and the World Around It
Group of Administrators, Faculty and Support Staff
Cambrian College

College Priorities During the Next Decade
Group of Administrators, Faculty and Support Staff
Cambrian College

The College as an Employer
Group of Administrators, Instructors & Counsellors, Submitted by Linda Wilson,
Director of Public Affairs
Cambrian College

An OPSEU Local Persepctive
OPSEU Local 656 - Support Staff
Cambrian College

Rapport - Vision 2000 journée d'études
Organizing Committee and 90 participants of Vision 2000 Study Days, Submitted by
Glenys Lafrance, Vision 2000 Coordinator
Cambrian College

Science and Technology Programs in Cambrian College
Science and Technology Division, Submitted by Linda Wilson, Vision 2000 Coordinator
Cambrian College

A Vision of Canadore College
Canadore College Council, Submitted by Mike Manson, Assistant to President
Canadore College

Governance, Program and System Rationalization, College-Government Relationships
OPSEU Local 658 - Support Staff
Canadore College

Literacy and Literature for the College Student
Frank Gavin, President English Faculty Association
Centennial College

How to Save General Education in Ontario Community Colleges
Michael Park, English Faculty
Centennial College

Loyalist College as a Technical Trades Training Centre for Eastern Ontario
David Parker, Director, Industrial Dev. Dept., Submitted by Maureen Piercy, Director,
Community Affairs, Loyalist
City of Belleville, Industrial Development Department

College Responses to Trends and Impacts in the Next Decade
Continuing Education Management Team, Submitted by Wendy Oliver,
Director Continuing Education
Conestoga College

Health Care Systems Trends and Policies
Diploma/Health Sciences Program Advisory Committee
Conestoga College

Concepts of Importance to Vision 2000
Norm Socha, Faculty, Daniel B. Detweiler Electrical Skills Centre
Conestoga College

Review of Your College and Its Learners
Preparatory Studies and General Arts and Science Group, Submitted by Judith Ball, Kerina Ellitott,
and Frances Painter
Conestoga College

Living Well into the 21st Century
School of Health Sciences (12 members of Ad Hoc Vision 2000 Committee
 Submitted by Jeanette Linton, Chair
Conestoga College

Confederation College Statement of Vision 2000
Submitted by Robert Mitchelson, Vision 2000 Coordinator
Confederation College

Advisory Committees, General and Applied Learning, Rationalization, Applied Research
Joanne Harrack, Director, Education & Training
Connaught Laboratories

Let's Be Flexible!
David Chesterton, Faculty, Graphic Design
Durham College

The Durham College Vision
Durham College Vision, Submitted by Gary Polansky, President
Durham College

MiniScan Submissions
Marinus J. Vandermeer, Chair, Data Processing Advisory Committee
Representative of EDS of Canada
Durham College

MiniScan Submission
Midge Day, Teaching Master, Business Division
Durham College

MiniScan Submissions
MiniScan Respondants: College Students, Submitted by Bonnie-Ginter Brown,
Chair Nursing Diploma Program
Durham College

Students Modes of Instruction and Educators
Nursing Program Faculty & Students
Durham College

Your College and the World Around It- Challenges to Durham College
Stan Durrant, Manager, Ontario Skills Development Office
Durham College

Student Needs in the Year 2000
Student Services Staff
École secondaire Ste-Marie

EIC Response to Framework Document
Gunter Rochow, Senior Industrial Advisor, Labour Market Services
Employment & Immigration Canada

Vision for the Child and Youth Program
Child and Youth Worker Program, submittted by Franceen Blidner and Arlie Fulop
Fanshawe College

An Early Childhood Education Perspective
Early Childhood Education Program, Submitted by Michael Goodmurphy, Coordinator
Fanshawe College

Concerns of Fanshawe College Advisory Committee for School of Business & Applied Arts
Fanshawe Advisory Cmt., School of Business and Applied Arts, Submitted by Janet H. Stevenson,
U. of Western Ontario, Chair
Fanshawe College

Industrial Skills Training Committee - Vision for the Year 2000
Industrial Skills Trg. Cmt., Submitted by Ruth Gates, V.P. Community Relations &
Gail Rozell, Adult Training Coordinator
Fanshawe College

"Community" as the Key Word in Community College
Mary E. Schwartz, Teaching Master, Nursing
Fanshawe College

MiniScan Submission
MiniScan Respondants: Nursing Faculty
Fanshawe College

A Model for Counselling Services
Ron Dakin, Counselling Services
Fanshawe College

MiniScan Submission: Continuing Education Viewpoint
 School of Continuing Education
Fanshawe College

Report of the Fanshawe College Vision 2000 Seminar, May 14, 1989
Vision 2000 Campus Seminar Participants, Prepared by Don Blay
Fanshawe College

Social Services Worker Program /Health Care Programsat Niagara College
Glen Brown, Chair, Niagara College Social Services Worker Program and
Gary N. Zalot, Executive Director, Niagara District Health Council

Imagine Our College : The Visioning Process at George Brown
College Vision, Submitted by Doug Light, President
George Brown College

MiniScan Submission
MiniScan Respondants: Members of Board of Governors
George Brown College

College Council Visions for the Year 2000
College Council Members, Submitted by Fred Ruemper, Chair
Georgian College

Secondary School Teachers Attitudes & Student Supply
Len Robbins, Teaching Master
Georgian College

MiniScan Submissions
MiniScan Respondants, Submitted by Wayne Busch, President
Georgian College

Georgian College as Employer in the Year 2000
Paul Tremblay, Coordinator, Mechanical/Industrial Technology
Georgian College

Role of Colleges in Rural Areas and the Relevance of Culturally Oriented Subjects
School of Design and Visual Art, Prepared by Peter Miehm
Georgian College

Engineering Technology Education in the Year 2000
School of Engineering Technology Faculty, Submitted by Charles Ivey, Teaching Master
Georgian College

Special Committee on Fine Arts
Hans Albarda, Coordinator, School of Design and Visual Arts
Georgian College (Owen Sound Campus)

MiniScan Submission
Department of Laboratory Medicine, Submitted by Brenda Grant, Administrative Co-ordinator
Hamilton Civic Hospitals, Hamilton General

Diagnostic Imaging Relating to Needs of Departments
Michael Romeo, Chief, Department of Diagnostic Radiology
Hamilton General Hospital

MiniScan Submission
Academic Council, Chairs, Associate Deans
Humber College

The Need for a Redesigned System of General Education in the College
Adrian Adamson, Teaching Master
Humber College

MiniScan Submission
Associate Dean Group, Submitted by Steven Bodsworth, Chair
Humber College

Vision of Basic Nursing Program Requirements in the Year 2000
Basic Nursing Faculty Vision 2000 Committee
Humber College

Program Rationalization
Bert White, Associate Dean Technology
Humber College

Views of Humber College Board of Governors - Students, Structure , Governance
Board of Governors, Karen E. O'Neill, Chair
Humber College

Life-Long Learning and Skills Upgrading
Bob Scott, Faculty, Human Studies Division
Humber College

Five Issues facing the CAAT's
Dave Darker, Hospitality Faculty
Humber College

H.T.L. Divison - Changes in Colleges in the Decade Ahead
Elizabeth Ashton, Dean Hospitality, Tourism, Leisure
Humber College

Technology Training and Education
J.Z. Havelka, Teaching Master, Technology
Humber College

MiniScan Submission: Contempory Nursing Assistant Views
MiniScan Respondants: Nursing Assistants and Students, Submitted by Irene Oswald,
Teaching Master, Humber, N.D. Program
Humber College

Observations on Vision 2000
Joe Keating, Former College Teacher
J. D. Keating Associates

A College Response to Radwanski: First Year of University in the Colleges, New Technology in the Classroom and Honours Diplomas
Bill Lovsin, Faculty, Mathematics Department
Lambton College

Imagine Your College in the Year 2000
Lambton College Vision 2000 Study Team of Faculty members, Submitted by Judith Oliver, Nursing Faculty
Lambton College

Reporting Group: Vision 2000 ACAATO 1989
Ron Boyce, Governor
Loyalist

MiniScan Submission
Admissions Council
Loyalist College

Recycling Disposable Materials for a Cleaner Environment
Anthea Weese, Journalism Student
Loyalist College

Gazing From the Library, Anderson Resource Centre, Loyalist College
Beatrice Lo, Supervisor, Library Resources
Loyalist College

Environmental Issues Facing Society
Bert Hielema, Chair, Assessment, Appraisal, and Real Estate Advisory Committee
Loyalist College

Vision 1991 Improved Communications in the College System
David Thackray, Teaching Master
Loyalist College

College Life in the Year 2000
Kathern Bly, Advertising Student
Loyalist College

MiniScan Submissions
MiniScan Respondants: College Staff and Students, Submitted by Maureen Piercy, Director,
Community Affairs
Loyalist College

Future Changes Required in the Nursing Assistant Program and Comments on Mini Scan
Nursing Assistant Advisory Committee
Loyalist College

What Vision 2000 Might Learn by Using Travel and Tourism as a Case
Richard Mansfield, Coordinator, Travel and Tourism
Loyalist College

Focus on Relationships: Some Recommendations
CAAT Support Staff
Metro Central Region Conference, May 1989

Nursing Accreditation: A View From Outside the Profession
Michael Skolnik , O.I.S.E. (with input from the Central Region Heads of Nursing Programs)

Focus Group Report - A Model for the College System
International Activities Unit, Submitted by Maria Cioni, Director, RSIBA
Ministry of Colleges and Universities

MiniScan Submissions
24 College Students, Staff and Community Members, Submitted by Harry Greenwood,
Chair, Long Range Planning Committee
Mohawk College

Defining and Implementing a Quality Education in a Community College
Alex Zahavich and Tom Sutton, Faculty
Mohawk College

MiniScan Submissions
Association of Medical Radiation Technologists, Advisory Committee Chair,
and a local hospital technologist
Mohawk College

Character Skill Development Through Leisure Education
Bob Scott, Lyn Wright, Brad Doey, Leisure Education Faculty
Mohawk College

A Collective Response from the Chairman's Group
Chairs' Group
Mohawk College

Task Force on Occupational Hygiene, Safety & Environment
College Occupational Hygiene Advisory Committee, Submitted by W. Sandford,
Coordinator Operations, Physical Sciences Dept.
Mohawk College

MiniScan Submission
George Lueddeke, Director, Educational Research and Development
Mohawk College

Vision 2000 MiniScan Project
Industrial Management Technology Advisory Committee, Submitted by Gerald Dunsford, Chair
Mohawk College

Financial Services Vision 2000 MiniScan
Joseph Peterson, Director of Financial Services
Mohawk College

Hospitality Training in Hamilton-Wentworth Area
Keith Nixon, Dean, Skills Development
Mohawk College

Report from the Long Range Planning Committee
Long Range Planning Committee Submission, Harry Greenwood, Chair
Mohawk College

MiniScan Submissions
MiniScan Respondants: 50 College Staff Members, Submitted by Harry Greenwood, Chair,
Long Range Planning Committee
Mohawk College

Mini Scan Submissions
MiniScan Respondants: Part-Time Studies, Health Sciences Faculty
Submitted by Kate Kemp, Chair
Mohawk College

MiniScan Submission
Perinatal Nursing Advisory Committee, Submitted by Kate Kemp, Chair,
Continuing Education, Health Sciences
Mohawk College

MiniScan Submissions
Sandra Black, Director of Learning Resources, Library Resource Centres
Mohawk College

Concerns in the Decade Ahead - Vision 2000 Focus Group Report
Student Vision 2000 Focus Group Retreat Participants, Submitted by Danny Arcand,
Robert Lesyk and Norm Williams
Mohawk College

Technology Training for the Future
Andrew Kellner, President, Chemistry Chapter
Mohawk College Alumni Association

The Unknown Country (Dissertation to The Hamilton Automobile Club Feb. 1979)
John Panabaker, Chair of the Board
Mutual Life of Canada

Proposed College Participation in Jean Tallon Project
Bert Mills, Teaching Master, Manufacturing/Mechanical/Construction
Niagara College

Vision 2000, A Citizen's Report from Regional Niagara
Citizens of Regional Niagara, Report prepared by George Repar, Vision 2000 Coordinator
Niagara College

Vision 2000 - The Future of Ontario Colleges
Gordon McTavish, Chair, Advisory Committee on Human Resource Management and
Employee of NEI Canada Limited
Niagara College

Review on the Interior Design Program at Niagara College
Interior Design Program Advisory Committee, Submitted by J. Ronald Patrick, Coordinator
Niagara College

The Educational Needs of Franco-Ontarians
Michel Parent, Project Coordinator & Administrator, French Language Services
Niagara College

Colleges and the General Education Mandate
Social Science Faculty Group
Niagara College

N.I.T.A.C.'s Perception of the Role of Niagara College in the Year 2000
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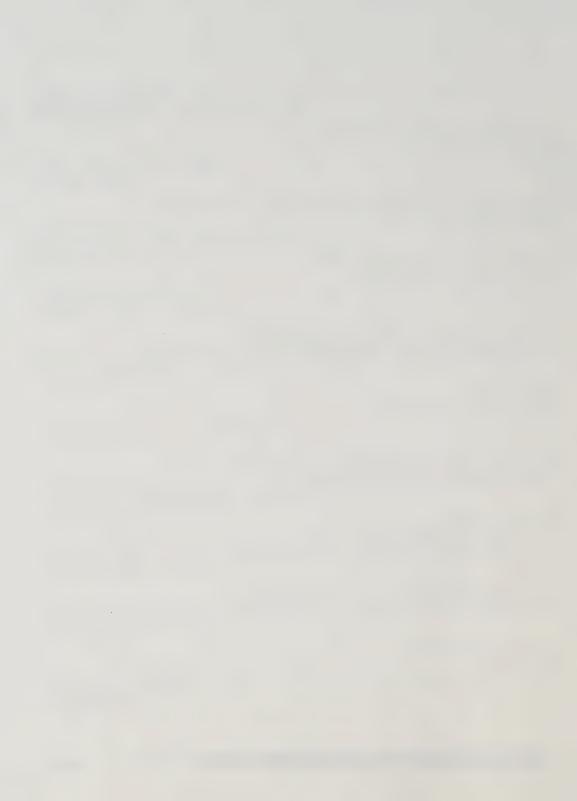
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Study Team 5: Colleges and the Educational Spectrum

Final Report

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Study Team members participated in Vision 2000 as individuals. There is no implied or necessary connection between the opinions expressed in this Final Report and the positions or policies adopted by the organizations with which Study Team members are affiliated or employed.

Acknowledgments

The final report of Study Team 5 is the result of many hours of discussion and sometimes passionate debate. The issues before the Study Team were ones on which we often had decided and conflicting opinions, yet we were able to find a meeting of minds. Special appreciation is due to all members — people whose professional responsibilities are such that time for the extensive commitment required was not easily found.

We trust that the many people who prepared responses and submissions and who talked with us, find their concerns reflected in our work. To the researchers and writers, our thanks; to the staff of the Vision 2000 Secretariat, whose work was critical to the completion of the task, our sincere appreciation.

Penny Moss,
Chair, Study Team 5

Starr Olsen,
Executive Officer, Study Team 5

Preface

The task assigned to Study Team 5 is a daunting one. To our knowledge, the relationships between schools and colleges and colleges and universities have not received systematic attention in the past. The formal education systems in this Province have their own unique histories, distinct governance structures, and generally understand their roles and responsibilities in relation to specific client groups. Study Team 5 has focussed on students themselves in all their diversity, and sought ways to provide greater opportunities for students to both enter and succeed in post-secondary programs. At the same time, the Study Team has maintained the respect for the autonomy of educational institutions that is so highly valued in Ontario.

Our recommendations are neither radical proposals for reform or restructuring, nor do they encompass all of the issues identified by the Study Team, its researchers and respondents. Rather they seek to build upon the current momentum in the voluntary establishment of inter-institutional relationships.

Study Team 5 has not considered the significant policy issues related to transfer or mobility between colleges. In this regard, it will be important to consider the findings of Study Team 4 together with those of Study Team 5 in order to assess the 'completeness' of proposals to improve the effectiveness of Ontario's educational systems in meeting the personal and career aspirations of our citizens in an increasingly challenging economic environment.

This report represents the consensus developed by the members of Study Team 5, a consensus arrived at more easily in matters relating to the links between schools and colleges than those between colleges and universities.

The Study Team is conscious of the important role of the Steering Committee in formulating an overall set of recommendations to guide the further development of the college system. We believe that it is more important that the intent of Study Team 5's recommendations rather than their form be captured in the final report of Vision 2000.

Penny Moss
Chair, Study Team 5

Introduction

The primary task for Study Team 5 was to examine the nature of the relationships between the three main institutional components of Ontario's educational spectrum — schools, colleges and universities — and suggest ways in which the links between these institutional components might be improved. Given the context of Vision 2000's review of the mandate of the Colleges of Applied Arts and Technology, the team has made an effort to focus on the challenges and solutions most relevant to the colleges.

The Study Team membership was composed of volunteers from the colleges, secondary schools and universities, the Ministry of Colleges and Universities, the Ministry of Education, and labour. The make up of the Study Team provided a solid base of expertise and constituency representation. Appendix 1 lists the members of Study Team 5.

In order to provide the necessary depth of analysis and policy advice, the task of the study team was divided into two parts: One group focussed on the relationship between schools and colleges, while the other examined university and college links. Each subcommittee commissioned background papers on key questions concerning the links between educational institutions, and sponsored consultations with major stakeholders. A list of all the background papers is contained in Appendix 2.

Assumptions

The overall purpose of Study Team 5's investigation was to examine how links between the partners in education might achieve three results:

1) broader access to college programs for all potential students;
2) greater success for all students enroled in college programs; and
3) improved opportunities for more advanced training for college students.

In order to develop realistic options for consideration of the Steering Committee, Study Team 5 needed a base for its deliberations, a means to determine the validity of the suggestions to be put forward.

Certain generally accepted beliefs and premises emerged from the research and consultation. The Study Team incorporated these with the original goals set out

when the colleges were established to arrive at a new series of basic assumptions. These assumptions have guided our Study Team in developing recommendations.

The following assumptions describe a system which should be built first and foremost upon learner needs. Committed to the support of lifelong learning, this system is open, flexible and future-focussed. Study Team members believe that most of these assumptions would be generally accepted as governing principles within the broader educational community.

- Publicly funded educational institutions serve the social, cultural, economic and democratic interests of the province, through a commitment to provide educational opportunities responsive to the needs and aspirations of all students.

- Students should have opportunities to participate in educational programs at levels congruent with their needs, abilities and aspirations.

- Access encompasses both the opportunity to enrol and the opportunity to succeed.

- Clear expectations of the skills and qualities necessary for success should be set and communicated effectively.

- The anticipated outcomes of courses, programs, and areas of study should be defined and provided to students and other stakeholders as a necessary component of student success.

- Prior education and experience should be evaluated in a non-arbitrary and systematic fashion for credit or standing in schools, colleges and universities.

- Ensuring student success is a primary responsibility of our educational institutions. Student development initiatives should be all-inclusive and a mandatory aspect of this responsibility.

- The educational needs of Ontario's citizens are likely to be met more effectively and efficiently through collaboration, rather than competition, in the provision of educational opportunities.

- Students' success in meeting their diverse educational goals is more likely when they experience an educational system that is 'transparent,' in which they can move easily and effectively between its different 'components' as part of a lifelong learning process.

- The quality of education of the college system should be determined by curricular consistency, and relevance tied to measurable educational outcomes.

- Attainment of desired outcomes should be a focus of institutional improvement and quality assurance.

- The college system must provide an integrated, cooperative, future-focussed human resource development plan that contributes to improvement in student development and success through the application of enhanced skills of faculty, administrative and support staff.

Links Between the Colleges and Schools

Process

This part of the report of Study Team 5 focuses on the links between schools and colleges. The subcommittee examining this aspect of the educational spectrum commissioned four background papers to answer the following questions:

- Do colleges maintain an open-door policy for all potential students as envisioned in the mandate?
- How can the colleges better ensure success for greater numbers of students in their choice of programs?
- What links are possible that will promote ease of transition and mobility within the educational system to enhance each individual's chance of success?
- What measures are necessary to achieve a truly 'permeable' education system that will foster the concept of lifelong learning for all potential clients?

Dr. Jo Oppenheimer was engaged to research these questions. Her findings were published in the following papers:

The Roles, Mandates and Relationships of Schools and Colleges.

The Student: Past, Present and Future.

Access, Competence and Success.

Relationships and Responsibilities: Potential Links Between Schools and Colleges.

These four papers were subsequently consolidated into a single document entitled "The Relationship between Schools and Colleges."

In addition to the research papers, the Study Team solicited province-wide responses to the questionnaire entitled "An Invitation to Participate." It was designed to encourage comments from a broader educational community. Those groups asked to submit written responses included:

- school boards (Public, Separate and French Language);
- teacher federations;
- curriculum subject councils;
- selected reporting groups to the Committee of Presidents; and
- other key constituents.

The Study Team subcommittee received 58 responses to the questionnaire. An overview of the themes that emerged are examined in the background paper "Summary of Submissions Received in Response to 'An Invitation to Participate.'" The Study Team was impressed with the insight and valuable information submitted by individuals, high school personnel, and both small and large school boards.

The research and consultations combined to provide a firm foundation of both historical analysis and opinions and beliefs of a significant cross-section of stakeholders. Building from this base, the Study Team proceeded to identify and explore the major issues and challenges in order to establish criteria against which policy options/solutions might be analysed and tested. Finally, the Study Team developed a number of recommendations for the consideration of the Steering Committee.

The following section of this report begins with an overview of the issues and challenges facing the educational system. The next section, entitled "Setting the Stage," describes the mandate of the college sector, the mandate of secondary schools, and the changing environment. "Aspects of Success" delves into barriers to student access, followed by "Studies on Success," an exploration of the issues surrounding student success. The Study Team then examines the need for school-college links in the section entitled "School-College Links," and human resource development in the chapter that follows. Finally, the Study Team presents its recommendations in the last section.

Overview: Issues and Challenges

The major issues which emerged from the research, consultations and interviews concerned *equality of access* and the underlying need to provide comprehensive support for equality of access. From the discussions among Study Team members, the findings in the background papers and the contributions of stakeholders during consultations, the following clarifies what Study Team 5 means by 'equality of access':

- an education system that has removed barriers to the acquisition of knowledge and mobility between parts of the system;
- the opportunity to succeed in this system.

Many stakeholders affirmed the necessity of comprehensive support for this approach to accessibility, including a particular emphasis on human resource development strategies that will strengthen and increase our knowledge of how to help learners succeed. Without such strategies and programs, a coordinated system for student success will not likely be successful even if there is a barrier-free system in place.

The Study Team found there was general agreement that the colleges face a dual challenge: offering services tailored to the needs of learners with increasingly varied backgrounds and abilities; and, making lifelong learning a reality.

Although a more detailed discussion of the barriers to access is provided in the body of the report, the following list is an overview of some of the barriers identified by Study Team 5.

- lack of flexibility in college programming and lack of multiple entry and re-entry options;
- geographic limitations hampering access;
- inefficient, incorrect or missing information concerning educational requirements for meeting entrance and exit standards;
- lack of easily accessible and consistent application procedures;
- lack of co-operation and collaboration between the various levels of education (high schools/colleges/universities);
- lack of a clear or consistent process for providing advanced standing, credit for experience or prior learning;
- lack of curriculum co-ordination and programs aimed at ensuring successful transitions among educational institutions;

- lack of programs that provide an integrated, holistic approach to preparatory and remedial education;
- lack of flexibility in time-lines for learners to complete programs;
- lack of training for college personnel and secondary teachers in developing and implementing programs supporting student success strategies; and
- lack of research data upon which to evaluate the need for and effectiveness of programs attempting to support student success.

Study Team 5 could not and was not mandated to respond to all of these challenges. Our concern was to understand how improvements in the links between schools and colleges could play an effective role in improving student access and success.

The recommendations of the Study Team are intended to begin the process of overcoming the compartmentalisation of Ontario's education system. Suggestions are made for policies aimed at improving the ease and flexibility of assessment for prior learning, and developing a process for a more systematic and consistent coordination of curriculum. Recommendations are discussed which will facilitate the movement of students between secondary schools, colleges and universities. Proposals are made that encourage a more provincial scope to programs and services that support student success. And recommendations are put forward for provincially coordinated efforts to train all college personnel to assist students in successfully realizing their educational goals.

Setting the Stage

The following outlines the mandates of Ontario's colleges and the secondary schools, and reviews research on the challenge of changing circumstances.

The College Mandate

The college sector in Ontario was designed to fill the one gap perceived to be remaining between compulsory schooling and employment in an economy that required increased skills training and familiarity with the new technologies.[1]

The founding mandate of the colleges described institutions geared primarily towards secondary school graduates who did not plan to attend university. In addition, colleges would meet the educational needs of adults and out-of-school youth, whether or not they were secondary school graduates. However, the colleges would not grant degrees.[2]

Introducing the bill that established the college sector, William Davis, then Education Minister, elaborated that college programs would be directly related to applied arts and technology — both full-time and part-time, day and evening — "to meet the relevant needs of all the adults within a community, at all socio-economic levels, of all kinds of interests and aptitudes, and at all stages of educational achievement."[3]

In 1967, Davis added four principles to the original mandate. In "Some Unique Features of Colleges of Applied Arts and Technology," he indicated that the colleges were to embrace total education, vocational and avocational, and provide for complete horizontal and vertical mobility; colleges were to develop curricula that would meet the combined cultural aspirations and occupational needs of the student; and colleges were to operate in the closest possible cooperation with

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[1] Oppenheimer, "The Relationship Between Schools and Colleges," in <u>Colleges and the Educational Spectrum. Colleges and Schools. Background Papers</u>. (Toronto: Ontario Council of Regents), 1989, p. 5.

[2] Basic Documents, cited in "The Relationship Between Schools and Colleges," pp. 5-6.

[3] Ibid.

business and industry, and with social and other public agencies, including education.[4]

"Some Unique Features" also stated that colleges must be dedicated to progress through constant research in the realms of curriculum and delivery. Another aspect of the college mandate referred to the establishment of a curriculum committee for each college, with one representative from the college, the secondary schools and nearest university, to consider possibilities for program integration. This committee was to be chaired by a representative from the business/industrial sector or some public agency.[5] There has been no action on these two latter points. (It should be noted that both Study Team 2 and Study Team 4 have recommendations concerning research and the establishment of curriculum committees that would assist in completing the original mandate.)

The Mandate of the Secondary Schools

The secondary school mandate was revised in 1984. According to the Ministry of Education's 1984 policy document, Ontario Schools: Intermediate and Senior Divisions (OS:IS), the overall purpose of secondary education is to "help each student develop his/her potential as an individual and as a contributing member of society who will think clearly, feel deeply, and act wisely." The role of the secondary system is "primarily directed to preparing young adolescents both to develop the independence they need to act as concerned and compassionate citizens and to continue on to post-secondary studies wherever they have an interest and a capability to do so." The 13 goals of education outlined in OS:IS are, in a general way, the skills, knowledge and attitudes that young people are expected to acquire.[6]

OS:IS specifies three levels of course difficulty: basic, general and advanced. Basic level courses are intended primarily for students who may not undertake post-secondary studies, but will move directly into the workforce. Both general and advanced levels of difficulty are to serve as appropriate preparation for entry into certain programs at the colleges of applied arts and technology. Advanced level

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4 Cited in "The Relationship Between Schools and Colleges," p. 6

5 "Some Unique Features", pp. 33-34, cited in "The Relationship Between Schools and Colleges," p. 7

6 OS:IS, pp. 2-4, cited in "The Relationship Between Schools and Colleges," p..2-3

courses would also lead to university entry.[7] Linkage programs between the schools and colleges are mentioned as a means of avoiding course overlap and to facilitate advanced placement.[8]

Secondary schools are responsible for "fundamental and general development and preparation: development of the intellectual, physical, social, cultural, emotional, and moral aspects of each individual and preparation of each student for either the world of work or post-secondary education."[9]

A Changing Environment

Historically, Ontario's education system has been compartmentalized. Students were allocated to different levels and relatively autonomous sectors of the system, primarily according to age, ability, interest, and educational and employment objectives. In spite of some areas of confusion, such as the responsibility for adult education, the boundaries of the different parts of the system have, on the whole, reflected the external influences at work in the economy and within the larger society. However, common to all parts of the system is the concept of equity espoused by the province: equality of educational opportunity for all.

"In general," says Oppenheimer, "the mandates of both the secondary schools and the colleges appear to have been realized although there is room for improvement in both systems." There is, however, a growing belief that an interpretation of the college mandate sufficient for the 1960s is no longer adequate to meet the changing circumstances and needs of 1990 and beyond.

The colleges currently serve two major client groups: students taking the traditional route from secondary school to post-secondary education; and increasing numbers of adult workers who require retraining or upgrading. The secondary school complement of students is shrinking as other groups begin to move into the college contingent. Increased demands for access can be anticipated from specific groups that include the following: illiterate Ontarians; women in non-traditional fields; underprepared secondary school graduates who require remediation or

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7 OS:IS, p. 16, cited in "The Relationship Between Schools and Colleges," p. 3

8 OS:IS, p. 28, cited in "The Relationship Between Schools and Colleges," p. 7

9 "The Relationship Between Schools and Colleges," p. 3

upgrading; increasing numbers of new Canadians; people with physical or learning disabilities; native students; unemployed youth who have not been successful in the secondary system; and, as the population ages, growing numbers of senior citizens. These clients will come from all parts of the province, originating from a broad range of ethnocultural backgrounds. They will likely have a wide assortment of aptitudes and career aspirations, and an increasing percentage will need educational services provided on a part-time basis.[10]

The challenges now before the colleges result largely from a breakdown in the compartmentalisation of the external environment. The old boundaries no longer hold true. This review takes place in the context of an evolving social, cultural and industrial environment that has altered both the face and the needs of the clients of the education system.

[10] Response to "Invitation to Participate"

Approaching the topic according to students' secondary school course level, gender and part-time or full-time standing, Study Team 5 found that, to a large extent, students do not have equal access.

1. Do All Secondary School Graduates have Equal Access?

The belief that the colleges are meant for the general level students, but that the colleges appear to prefer advanced level students[11] is widely held within the secondary school system. This belief is reinforced by the curriculum policy for secondary schools, OS:IS. Current data-gathering systems do not provide data on the academic record of students entering the colleges. Students may take a combination of courses, at different levels, while in secondary school. Statistics are only available to show how many grade 12 and grade 13 graduates enter college.

The greatest number, an average of 50 per cent of students, enter college with a grade 12 diploma. Relative to other educational backgrounds, the percentage of grade 12 graduates entering college has been increasing over the past decade while the percentage of grade 13 graduates has declined. Another 11 per cent have completed grade 12 and have done some grade 13 work.[12] Certain colleges require advanced level English or Math courses, thereby excluding certain segments of the secondary school population. Only a few programs are available for students with basic level backgrounds.

The issue may not be whether entrants have completed grade 12 or grade 13, but rather at what level their credits were earned. Studies conducted by Alan King of Queen's University have shown that not only are graduates of general level programs less likely to enter college than those at the advanced level, they are also more likely to drop out of college programs. Currently, close to 40 per cent of students enroled in grade 9 are likely to go on to post-secondary education.[13] Another 30 per cent are likely not to graduate from high school, leaving roughly 30

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[11] "The Relationship Between Schools and Colleges," p. 31

[12] "The Relationship Between Schools and Colleges," p. 15

[13] "The Relationship Between Schools and Colleges," p. 82

per cent who will graduate but not go on to college or university, at not least immediately.

2. Do Males and Females have Equal Access to Programs?

More females than males attend college but, broken down by division, statistics show women predominantly in the health sciences (nursing) and men in technological programs.[14] Although overall student enrolment has increased significantly, further examination of 1984-1988 enrolment figures by division shows that enrolment in health sciences remained relatively stable. In the same period, business and applied arts showed relatively strong increases, while technology experienced a marked decline.[15]

3. Do Part-time and Evening Students have Equal Access?

Although the colleges are set up predominantly to accommodate the full-time student, part-time enrolment by far exceeds that of full-time. For example, in the fall of 1988, statistics show 95,043 students enroled in full-time post-secondary programs[16] compared to almost 600,000 in part-time programs.[17] Currently, the Ministry of Colleges and Universities does not keep statistics on part-time students. Therefore, it is not possible to determine exactly who they are demographically.

It is known that, for the most part, these students enter the colleges briefly for short-term courses. Part-time day students generally hold full-time jobs and cannot take advantage of support services or take on extracurricular activities. And for part-time evening students, support services and extra-curricular activities are often not available. Evening courses are staffed by part-time instructors who may not have the opportunity for any professional development programs that are available to day instructors. Since access has been defined by this Study Team as not merely

14 "The Relationship Between Schools and Colleges," p. 16.

15 "The Relationship Between Schools and Colleges," p. 15.

16 "The Relationship Between Schools and Colleges," p. 15.

17 "The Relationship Between Schools and Colleges," p. 18.

the opportunity to enrol but, rather, the opportunity to succeed, the issue of 'access' beyond enrolment is also relevant.[18]

4. What Other Factors Affect Access?

Based on the research, it is apparent that various factors can play a key role in either facilitating access or, alternatively, creating barriers to access. School boards in particular highlighted concerns about application procedures and inconsistency of admissions policies for different groups of students. Currently, application procedures vary from college to college. A prospective applicant must examine 23 course calendars and evaluate 23 sets of prerequisites per program of interest — an intimidating prospect for students and guidance counsellors alike. And although information in the form of calendars and bulletins may be readily available to the schools, it may not be available to students in a timely or effective manner.

The family exerts considerable influence on a student's decision to enter college. Parents, as well as students, require information as the basis for informed decision-making. An argument presented by the colleges, on the other hand, is that secondary school teachers, who are university-educated, tend to be more familiar with the university system, and favour it when it comes to giving advice. The argument is made that they are not sufficiently familiar with the colleges and its benefits for students.[19]

As noted, program prerequisites may present several problems related to access. The Ministry of Colleges and Universities requires only that an applicant possess an Ontario Secondary School Diploma or, as a mature student, have reached the age of 19 before commencement of the chosen program. Beyond these requirements, establishment of specific program prerequisites is at the discretion of individual colleges under general guide-lines established by MCU. For selected programs such as health sciences and technology, certain advanced level courses may be specified. The Study Team's inquiry indicated, however, that differences may exist between

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[18] "The Relationship Between Schools and Colleges," p. 30.

[19] Response to "Invitation to Participate".

stated and functional prerequisites and that the content of secondary programs often has not been assessed for college program requirements.[20]

The means of information exchange can pose a significant barrier. In spite of the variety of college publications available, access to computer data and the use of other means of communication, experience has shown that the standard models for information delivery are not always appropriate in northern and more isolated locations. The results of the "Invitation to Participate" submissions indicated that although most schools boards in such areas entertained good relationships with nearby colleges, they felt isolated from more distant institutions by time, cost and distance.

The lack of appropriate college programming, a possible barrier to access for part-time and continuing education students, also affects special needs groups. Among these potential clients are Francophone students, native students, and individuals with physical or learning disabilities. Vision 2000's Study Team 3 is examining ways to assist these groups.

For various reasons, some students are unable to delay moving into an income-producing situation, while others are stop-outs, later returning to a formal educational environment. For some students, the transition from school to work involves cooperative education — a combination of school and work, which allows students to earn income while also earning credentials.

In conclusion, the most significant barriers to student access are related to college admission procedures, poor dissemination of information, and rigidities in organisation and curriculum programming. Recommendations that respond to needs identified in these areas are presented later in this paper.

There are other issues related to access which are not dealt with at this time, and which will require further study. These issues concern older students who are already in the workplace, particularly those with family obligations who may be unable to take time off to earn additional qualifications due to financial constraints; the adequacy of loans or bursaries for part-time students; the extent to which workplace arrangements permit adults to take time off to pursue educational

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20 "The Relationship Between Schools and Colleges," p. 33.

objectives; and procedures for selecting part-time instructors and the professional development opportunities that should be made available to them.

Studies On Success

The attrition rate in Ontario's colleges currently stands at about 45 per cent. Almost one-half of those who enrol do not complete their choice of program. In discussing attrition, it should be noted that some students 'job out.' However, there are no data which indicate, on a provincial basis, what percentage of students leave college for 'good' jobs, for which their abbreviated college experience prepared them (e.g., the college program as a diagnostic job placement tool).

Figures for the 1982 entry cohort, typical of other findings for the years 1974 to 1984, show 26.8 per cent attrition in one-year programs, 42.8 per cent in two-year programs and 44.0 per cent in three-year programs.[21]

Studies indicate that three major influences contribute to attrition: a student's underpreparedness for college, the absence of emotional ties to the institution, and a lack of educational commitment (i.e., the determination to complete a post-secondary education).

Dr. Oppenheimer observes that a 1988 Association of Colleges of Applied Arts and Technology of Ontario (ACAATO) survey of student retention cited academic unpreparedness as a key factor determining attrition. Other findings suggest that attrition may be due to student unpreparedness in terms of making informed choices about careers and post-secondary education.[22] A lack of academic integration also appears to play a major role. Increased integration would provide students with a clearer and greater menu of educational options. According to Peter Dietsche, "the characteristics of the academic environment in commuter colleges are of greater importance in promoting persistence than those of the social environment." He concludes that the provision of a climate conducive to integration and educational commitment, tailored to the individual characteristics, needs and preferences of each student is likely to increase student program completion rates.[23]

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21 Source: Ontario College Information System, cited in "The Relationship Between Schools and Colleges," p. 38.

22 "The Relationship Between Schools and Colleges," p. 38.

23 Peter Dietsche, "Describing and Predicting Freshmen Attrition in a College of Applied Arts and Technology of Ontario," an unpublished Doctoral Dissertation, O.I.S.E., University of Toronto, (Toronto, 1988), cited in "The Relationship Between Schools and Colleges," p. 38.

This student-centred view is supported by the work of Tinto, whose model of student retention is cited in a submission to Study Team 4:

> ... retention increases to the degree personal contact is maintained with students, high quality educational services are provided, and all members of the college community demonstrate a commitment to student success.[24]

In terms of academic preparedness, the larger problem appears to be a lack of co-ordination between secondary school and college curricula. Specific aspects of academic preparedness are generally considered to include:

- basic literacy and mathematical skills;
- critical thinking and problem solving skills; and
- knowledge of prerequisite subject areas.

At this time, there is no province-wide activity linking the skills and knowledge that students bring from secondary school with those they will need to achieve success in their college programs. Thus, some students reach college underprepared for further study, while others may be required to repeat previous course content. As both underpreparedness and boredom contribute to a lack of identification with the institution, either situation is likely to discourage students and contribute to attrition.

Limited data on reading levels suggest that between 16.5 per cent and 35.6 per cent of students in full-time post-secondary programs are reading below grade 10 level. Although reading scores may not be an accurate indicator of actual or potential reading skills, "it is safe to assume that between 20 per cent and 35 per cent of students will have difficulty comprehending text material in their courses, possibly contributing to their being unsuccessful in college."[25]

Remedial instruction, therefore, becomes a major equity issue. From information provided by the colleges, there is no way to assess whether existing programs are either adequate or effective. "It is obvious, however, that there is no consistent provision of remedial assistance in the province ..."[26] Furthermore,

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24 Terry Dance, "Access & Quality: Preparatory and Remedial Education in the Colleges," in Challenges to the College and the College System, (Toronto: Ontario Council of Regents), 1989, p. 7.

25 "The Relationship Between Schools and Colleges," p. 42.

26 "The Relationship Between Schools and Colleges," p. 48.

current funding arrangements do not encourage such provision. Preparatory and remedial courses and programs are not funded directly by the Ministry of Colleges and Universities. If a college elects to provide such courses and activities, it must do so out of general revenues, diverting funds from regular programs and services.[27]

Colleges argue that current funding mechanisms are not adequate to provide remedial assistance for students experiencing difficulty with reading, writing, or mathematics, or to allow colleges to maintain accessibility for students who do not have minimal basic skills. The costs of remedial programs may be offset in terms of reduced attrition and longer-term benefits to the economy, along with benefits to the individual colleges who retain more students with the current enrolment-driven funding mechanism. However, the Ministry of Colleges and Universities has argued that these costs should have been borne by the elementary and secondary systems.[28]

Some colleges, particularly in the Metropolitan Toronto area, report increasing demands for English as a Second Language (ESL) programs. These reports are but one indicator of demographic changes in society at large. Although some colleges have multicultural committees, there is some suggestion that the colleges, as a sector, are not as open to the diversity of the community as they might be. When the student population does not reflect the make up of the community at large with respect to gender,[29] ethnicity, and class, colleges may need to determine whether this is "a result of the kinds of programs they offer or whom they choose to admit."[30]

For some students, scheduling of programs and activities can have a major impact. If a student fails a subject in the September semester, it may not be possible to repeat the course until the following September. Similarly, a problem exists for students with advanced standing in a particular subject who cannot progress until the rest of the group catches up. For such students, a lack of program flexibility creates a barrier to their success.

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27 "The Relationship Between Schools and Colleges," p. 49.

28 "The Relationship Between Schools and Colleges," p. 50.

29 As noted earlier, although there is gender equity regarding 'quantity' of participation, there are still gender-linked program choices which perpetuate problems of employment equity.

30 "The Relationship Between Schools and Colleges," p. 23.

Some students may require guidance and support services , but these services are not universally available in the colleges:

> The role of the guidance counsellor varies from college to college and may include any of the following: orientation, career planning, program planning, assisting with personal problems, supervising tutoring, developing retention strategies, testing, liaising or professional development. This role also changes according to budgetary allowances and the perception of need by senior administrators in charge of designating student services.[31]

In addition, students may be unaware of the support services that do exist, and, as noted earlier in this document, the lack of access to such services can be especially detrimental to chances of success for part-time students.

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31 "The Relationship Between Schools and Colleges," p. 45.

Having identified the major barriers to student access and success, the Study Team turned to a discussion of how coordination between secondary schools and colleges could be improved and increased while maintaining the integrity of institutional mandates. Such coordination would be aimed at promoting ease of transition and mobility within the system, and enhancing each individual's chance of success.

It is the view of the Study Team that the mandate of the colleges may not necessarily require major revision as it relates to student access and success. Rather, it may require more complete implementation. An open-door policy, improved teacher education and the provision of appropriate remediation opportunities were part of the mandate given to the college sector in the 1960s. Like other aspects of the early plans for the colleges, these goals or principles have not been realized.

The mandate and governance structure also suggested that there ought to be a collaborative relationship between the secondary schools and colleges. The autonomy of the college sector, however, has tended to take precedence over collaboration, and any alliances regarding programs and course content have generally been formed with business and industry.

Historically, the schools and colleges have operated more or less in isolation from one another, but in recent years this has begun to change. The move to greater collaboration is one that is being encouraged. The Ministries of Education and Colleges and Universities recently developed a joint "Blueprint for School-College Links" which has been distributed to college presidents and directors of education across Ontario to encourage more local collaboration. The blueprint gives a general outline for the development and implementation of local articulation agreements.

Stakeholders consulted by Study Team 5 identified numerous reasons for schools and colleges to develop more collaborative relationships, citing, in particular, financial constraints, the need to support lifelong learning and the need for better information exchange.

> With greater maturity in the the 1980s, along with declining
> enrolments in both systems, increasing budgetary constraints,
> recognition of higher than desirable dropout rates and a growing social
> sense that competition may be detrimental to the integrity of
> institutions and possibly to systems as a whole, the schools and colleges

are finally coming toward each other to discuss educational issues of concern to each. In some cases, they are finding new solutions to old problems through co-operation and collaborative ventures.[32]

Stakeholders identified curriculum, career counselling, faculty, facilities, and human resource development as areas which would benefit directly from joint activity. Several schools and colleges are already involved in innovative schemes and joint programs, in some cases extending participation to local business and industry as well. Current links between the two systems include formal agreements, as well as a variety of informal arrangements. Some of these are discussed below.

There is a further need, however, to clarify and expand the role of business and industry. Although employers are represented on college advisory committees, as observed earlier, the curriculum committees envisioned in the original mandate of the colleges have never taken shape. Study Team 5 heard from stakeholders of the need for a formal means to facilitate three-way dialogue: between the colleges, the secondary schools, and the world of work. Study Team 4 examined membership on boards and advisory committees and also has recommendations in this area.

Formal Agreements

Members of the Study Team heard many calls for clear, mandated, mechanisms that would coordinate programs and curricula between systems. There were also suggestions for regional forums or collaborative committees to review delivery of programs in a geographic area, as a means to ensure that all appropriate programs are easily available to a region's communities. However, a question arose concerning how to provide provincial guide-lines for new initiatives while keeping programs responsive to local needs.

Formal links that already exist include co-op education programs, the Student Workplace Assistance Program (SWAP), and articulation agreements between specific colleges and their local school boards. School boards and colleges participating in programs of this nature have experienced or anticipate numerous benefits related to student access and success. However, in general, the availability of such programs is not well publicized, nor is it consistent across the province. For

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32 "The Relationship Between Schools and Colleges," p. 51.

students in schools that are not party to such arrangements, both factors pose barriers in terms of equity of access.

And while the prospect of expanded articulation agreements appears to be generating considerable interest and enthusiasm, the administration of such projects is complicated and time-intensive and may eventually require some ground-rules or even province-wide guide-lines or regulations with respect to their governance. Among related matters for consideration are the possible effects of major policy shifts in either sector, the fact that students may be entering college with even greater variances in skills and needs, and costs associated with providing release time for staff and faculty to work on articulation.[33]

Informal Arrangements

In addition to the agreements mentioned above, increasing numbers of secondary schools and colleges are entering into more informal arrangements as a means to improve their efficiency, effectiveness and ability to serve the needs of students. Some areas where informal arrangements are possible are described below:

CURRICULUM

Any fundamental shift in emphasis in curricula at the secondary school level has repercussions at the college level. If the secondary schools move away from specific vocational skills training and toward more generic skills development, for example, there would be an impact on college program offerings and entry requirements. Some collaborative measures might be necessary if "the two systems are not to move in conflicting directions and create a situation in which students are even less prepared for college and the workforce." Participants in one Ontario articulation project note additional benefits of a joint mandate for curriculum as "greater assurance that students will have the necessary prerequisite skills for more advanced courses, and a possible forum for the analysis of course content to ensure that all material is relevant to essential completion competencies."[34] Several boards

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33 "The Relationship between schools and Colleges," pp. 68-69.

34 "The Relationship Between Schools and Colleges," p. 53.

and colleges have already successfully integrated their curricula, and some have extended this collaboration to include joint use of faculty and facilities.

EXCHANGES OF PERSONNEL AND OTHER PROFESSIONAL DEVELOPMENT STRATEGIES ...

Although existing contracts and union affiliations may make the sharing of faculty and support staff somewhat difficult, precedents do exist. A variety of different types of secondments and exchanges show promise in providing exchanges of ideas and methods, and renewal of personnel. Also, advantages accrue in areas with insufficient demand for full-time teachers at both the schools and the colleges, or at times of fluctuating enrolment. Exchanging college and secondary personnel provides opportunities for each to become more knowledgeable about the other's institutions and methods. These exchanges can indirectly result in an increase in information given to students wanting to explore the colleges as an educational option. In addition, there are several examples of college personnel being used as the professional development leaders for high school personnel, particularly in the area of technology.

FACILITY SHARING

Student success may also be enhanced through exposure to college facilities. Both schools and colleges have financial limitations related to capital expenditures. Lack of funding for a laboratory or similar facility may affect a student's ability to succeed in his or her first chosen career. This is true especially in such fields as technology or hospitality, and for northern and outlying schools and colleges. Several schools and colleges are already sharing facilities.

CAREER-COLLEGE COUNSELLING

Career counselling has been identified by some educators as a shared responsibility of the schools and colleges. The guidance function has been highlighted in the secondary schools, and colleges are already involved in the college counselling of secondary students. However, as a significant number of college students drop out because their career goals are not clear, college counsellors may not yet be doing as much as is needed with respect to career counselling. Increasing understanding of the college sector and the opportunities it affords on the part of secondary school counsellors and teachers will also help students in gaining broader career advice. This understanding should be promoted during teacher education at the university level. As noted earlier, university-educated secondary

school teachers are perceived by the colleges as tending to favour university over a college education.

Integrating the Role of Business and Industry

Both schools and colleges share the responsibility for preparation of students for the world of work. In turn, the marketplace relies on the education system for the provision of skilled labour. College programs in particular must reflect labour market demands, and course content has traditionally been developed in conjunction with business and industry. As well, co-op and other job-oriented programs in both sectors provide students with specific job experience.

However, as market demands change, students need to develop skills that will enable them to move not only into their first job, but into their fifth or sixth as well. They should be able to transfer comfortably to another company or another province, if need be.

Human Resources Development

Study Team 5's focus on access and success resulted in the identification of an underlying need for increased development of college faculty, support staff, and administrators.

In a study prepared for The Association of Canadian Community Colleges entitled *Towards the Year 2000: Canadian Community College/Technical Institute Heads Predict Institutional Challenges and Uncertainties (1988)*, Dr. Michael Sinclair listed some human resource issues that colleges must tackle in the near future. For example, an aging faculty, a lack of creative, targeted staff development programs, and the importance of recruiting and selecting personnel that will have the skills and interest to remain current. It might be said that the key to facilitating lifelong learning for students is for them to be taught by lifelong learners:

> Facing the information explosion, constantly expanding social demands and rapidly altering approaches to teaching, teachers understandably are having difficulty 'keeping up' with change.[35]

If faculty are to design and implement multifaceted programs to help students succeed, then they must have the opportunity to access the current thinking on student success strategies and the current methods for implementation. College faculty must be able to use appropriate methods for teaching adults, learners of diverse ethnic and racial backgrounds, and underprepared students. Student success may depend on the understanding and skill that faculty and administrators display in teaching a heterogeneous student body.

Study Team 5 discussed the need for programs to keep faculty current in their fields. The question of teacher accreditation was discussed and the Study Team felt further study of this subject was necessary. With rapidly changing technology, faculty must have leadership and opportunities for increased development in their subject-area fields and in their roles as professional educators. Furthermore, if consistency and coordination between the high school and college curriculum will enhance the students' chances of access and success, then faculty must be familiar with curriculum design, development, implementation and evaluation.

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35 "The Relationship Between Schools and Colleges," p. 54

There is a need for broader and more consistently available initiatives aimed at increasing the mutual understanding of college and high school teachers and guidance counsellors. Students need counselling that will assist them in making informed decisions concerning their educational and career choices. As stated earlier in this report, the information students receive from teachers and high school counsellors may be confusing or incomplete. Coordination of entrance and exit standards and curriculum will remedy this to some extent, but without a knowledgeable, willing, and informed person to counsel students, communication efforts may suffer.

Some joint programs and collaborative efforts have taken place. The colleges, under the leadership of the Committee of Presidents, have begun to focus and coordinate human resource development programs in the college system. The COP's Human Resource Development Steering Committee has begun to provide the practical leadership. These efforts need to be greatly expanded and should include a sensitivity to the themes of student access and success noted in this report.

Recommendations

Based on the foregoing discussion and as a result of the research and consultations undertaken by the schools-colleges subcommittee of Study Team 5, the following recommendations are offered for the Steering Committee's consideration.

THE CHALLENGE:

The need to provide better links between high schools and colleges for students of all age groups is a crucial challenge facing Ontario. Improving the bridge which connects students with high school credentials to college studies is an important part of the fight against educational attrition and for the realization of a society where lifelong learning is both accessible to all and worth the effort. Ontario faces the additional challenge of making effective use of its educational resources at a time when the demand for knowledge in the workplace and the community at large is constantly expanding.

THE RESPONSE:

▲ *Recommendation 1: The relevant ministries (e.g., MCU/MOE) and the colleges should jointly establish a Provincial Schools/Colleges Coordinating Council. The Council should include representation by all relevant stakeholders, such as students, teachers, faculty, school boards, and universities.*

The Council would perform the following functions:

i)   provide a forum for the coordination of the curricula, including a learning and teaching 'interface' between schools and colleges;

ii)   facilitate the collaboration of schools and colleges in the development of new curricula;

iii)   develop strategies to encourage coordinated local and regional 'linkage' activity (e.g., Local Education Councils).

iv)   regularly publish a compendium of local 'linkage agreements' and foster the development of innovative agreements (such as joint offerings);

v)   provide a framework for a coordinated communications effort aimed at giving students better and more accessible information concerning high school exit standards and college entrance standards;

vi)   establish and maintain a data base which allows for the assessment of accessibility for all high school entrants to college and the extent to which the broad range of services necessary for them to successfully complete their educational objectives are in place;

vii) actively promote and facilitate college-based delivery of adult basic education.

By concentrating on the links between schools and colleges, the Council is intended to assist students in realizing their educational aspirations across the entire spectrum of choices. The quantity and quality of the options facing learners depends upon schools and colleges working together with universities to expand and clarify Ontario's educational horizons.

THE CHALLENGE

Making the links work for high school graduates through effective provincial coordination is an important step. But, a crucial part of the picture is the extent to which local colleges are able to: assess needs and performance, undertake planning and evaluation, and adopt action plans. Simply establishing better links on paper is a necessary but not sufficient condition for achieving the goals of improved accessibility and higher success rates.

THE RESPONSE:

▲ *Recommendation 2a: All college Boards of Governors undertake and monitor the results of local strategies aimed at improving student access and success.*

▲ *Recommendation 2b: Each college establish a means of conducting specific research and policy analysis on access and success. At a minimum, the college must be able to furnish the Board of Governors, local School Boards and the Provincial Schools/Colleges Coordinating Council with consistent data, strategic policy advice, and regular assessments of progress.*

THE CHALLENGE

Many college students are 'underprepared' for college studies. Consequently, it is difficult for them to realize their own educational objectives or those of a more complex and knowledge-intensive society. The challenge is to implement retention strategies which begin where the students are. The task for colleges is to provide a learning environment tailored to student success. This 'success environment' spans a wide range of services, from career counselling and financial assistance to preparatory and remedial courses. The range of students who need to see their commitment to education matched by the colleges commitment to them spans dropouts, immigrants, returning workers, high school graduates, single parents, seniors, special needs and part-time students, and more.

Another related challenge pertains to the systemic barriers to access facing part-time students. These obstacles, in the realms of scheduling, location, format and requirements for completion of a credential, must all be removed if the vision of colleges as lifelong learning institutes is to be fully realized. There is little doubt that students in greater numbers will combine work and continuing studies. This demand for part-time studies will come from increasingly diverse groups whose previous training, education, experience, and needs may not 'fit' the traditional educational format. In addition, part-time students need to understand the differences among and between various continuing education offerings from different institutions in their communities and they need to be taught by knowledgeable well-trained teachers who have access to professional development programs. In short, the part-time learners of tomorrow will require and demand delivery methods sensitive to their prior learning and to their limitations of time and place.

For Study Team 5, the focus is on how inter-institutional cooperation can help to meet the challenges; other study teams have considered these issues in a broader context. Building more effective links between high school credentials and college programs is an important part of the solution, but more is required. Specifically, a concerted effort is needed to clear up the confusion surrounding adult basic education and literacy. For students, the lack of coordination leads to wasted time and discouragement. For the educational institutions charged by the public with the task of providing this crucial service, the lack of clear lines of fiscal responsibility makes it difficult to set goals, allocate resources according to need, or innovate. The challenge is not just to realize better coordination, but more accountable and clearly defined lines of financial responsibility. Similarly, in the realm of preparatory and remedial education, there is a need for explicit funding, programming and inter-institutional cooperation. Study Team 5 believes that if the colleges are committed to an open-door policy, then the colleges have a responsibility to provide the necessary support for students to succeed.

The challenge is to serve student needs rather than the needs of institutional boundaries. The difficulty of clarifying the lines of fiscal responsibility may be partly overcome by using a collaborative mechanism (the Coordinating Council) for assessment and the establishment of criteria. The Council's challenge will be to facilitate cooperation by different educational institutions in the provision of

services. The goal is to realize a system where location, time and duration of courses will be designed to serve student needs without any reference to the source of funding.

THE RESPONSE

▲ *Recommendation 3a: The Ministry of Education should have sole funding responsibility for adult basic education/literacy/chronic unemployed youth programs. In this context, it would be the obligation of both College Boards of Governors and the Provincial Coordinating Council (see Recommendation 1) to facilitate and directly encourage college-based delivery of these programs where and when needed.*

▲ *Recommendation 3b: College-based preparatory and remedial strategies which address college-level skill requirements should be explicitly funded by the Ministry of Colleges and Universities. The task of setting out the criteria for the funding eligibility of college-level preparatory and remedial undertakings, as distinct from basic-level skills which would fall within the funding jurisdiction of the Ministry of Education (see 3a above), will be one of the central tasks of the Coordinating Council (see Recommendation 1).*

▲ *Recommendation 3c: Colleges must provide full student support services to part-time and evening learners, and government funding mechanisms must reflect this.*

▲ *Recommendation 3d: Where colleges, school boards, and universities work within a common and definable community, the government should assist with the establishment of 'continuing education councils' to coordinate, consolidate and diversify part-time credit and non-credit offerings.*

▲ *Recommendation 3e: All colleges should establish part-time learner advisory committees, made up of current and recent part-time students, to advise the college on matters related to content, delivery, and support services for part-time learners.*

▲ *Recommendation 3f: Study Team 5 urges the Vision 2000 Steering Committee to ensure that the vision of Ontario's colleges for the next century encompasses the full range of structural changes necessary to provide what are today called part-time students with a realistic chance to make lifelong learning work (through such mechanisms as 24-hour availability, modular courses and credentials, off-site services, etc.).*

In responding to the challenge of serving Ontario's diverse student population with such a wide range of preparatory needs, the goal is to put in place a system where lines of responsibility are clearly defined and delivery is a cooperative effort capable of responding flexibly to student needs.

THE CHALLENGE

Keeping skills and knowledge current in today's rapidly changing world is a challenge for every sector and person in Ontario. For colleges, this challenge takes many forms, one of which is adapting to the changing needs and aspirations of students. The colleges will be required to adopt and implement strategies which ensure that all those who work in the colleges are capable of providing a learning environment where student access and success are everyone's business. From the vantage point of inter-institutional cooperation, there is a wide range of potential initiatives, from special train-the-trainer programs to enhanced job mobility between institutions.

A related and equally challenging task is the need to provide students with accurate and timely information about Ontario's colleges and the overall implications of post-secondary education for their career potential. The difficulty of this task is not made any easier by a wide range of systemic biases, from the low status of many trades to the university background of high school teachers and guidance counsellors. As Ontario works to create a society where lifelong learning is a reality, we must work to overcome the information barriers which divide up the educational spectrum and deny students an open horizon for learning.

THE RESPONSE

▲ *Recommendation 4a: The colleges, schools, universities and government must work to establish a framework and means for cooperative endeavours across the full range of human resource development activities.*

▲ *Recommendation 4b: The newly formed Teacher Education Council of Ontario should include effective college representation.*

▲ *Recommendation 4c: The Teacher Education Council of Ontario should also be assigned the responsibility to ensure that all teacher education programs — preparatory and in-service — include components which furnish an in-depth knowledge of the educational services offered by colleges. In fulfilling this responsibility, it will be essential to explore other human resource strategies that are designed to increase elementary and high school-based information and experience with the college system (e.g., job exchanges). In this framework, education about the colleges should be an explicit component of professional development for school guidance counsellors, teachers and principals.*

THE CHALLENGE

The search for efficient means of providing and collecting information is one of the central preoccupations of our knowledge intensive society. For students, the

cost of acquiring information about colleges and then supplying registration information to colleges can be a barrier to educational fulfilment. Similarly, for policy planners and guidance counsellors in all areas of the educational spectrum, the collection of data necessary for understanding student needs and characteristics can be prohibitively expensive. Meeting these information challenges is a crucial part of realizing our goals for lifelong learning. Three distinct tasks can be distinguished: a) the need to streamline the application process; b) the need to reduce information costs to students, administrators, counsellors, teachers, and planners; and c) the need to introduce mechanisms for consistent, simplified and equitable assessment for prior learning/credit banking.[36]

THE RESPONSE

▲ *Recommendation 5a: The colleges must establish consistent and simplified application procedures which would facilitate student entry and improve administrative coordination. Establishing an applications centre, possibly associated with the Universities' Guelph Centre, should be actively considered.*

▲ *Recommendation 5b: The colleges should work together to improve the efficiency and effectiveness of data collection for the purposes of system-wide strategic planning, on-going student tracking, lifelong credit banking, and the dissemination of information.*

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[36] Both assessment for prior learning and the concept of being able to accumulate educational achievements in commensurable units throughout a persons lifetime are complex issues. Although the Study Team did not delve into the mechanics of realizing these goals, there is a clear sense from both the consultations and research that more work needs to be done. Indeed, the improvements to the links amongst schools - colleges - universities will depend upon a cooperative effort to define and implement systems for assessment of prior leaning and credit banking.

Links Between the
Colleges and Universities

≡ Process

In undertaking to examine the colleges in relation to the educational spectrum, Study Team 5 established a subcommittee to address program links between colleges and universities. The subcommittee determined that it should attempt to answer the following questions:

- Is there a **need** to improve the opportunities for college students and graduates to undertake advanced training at the degree level?
- If required, what **enabling mechanisms or structures** should be in place to facilitate the development of such opportunities?

This part of Study Team 5's report deals with these and related questions, and, where appropriate, provides recommendations for the Steering Committee's consideration. The predominant focus of the sections which follow is the issue of access to advanced studies at the degree level for college students and graduates.

However, while the Study Team concentrated on access to advanced training for college students who wish to pursue such studies, it was recognized that there are two other major issues which are relevant to these discussions. One concerns opportunities for university students who wish to undertake college programs; the other involves student transfers between programs within the same college and between colleges. Both of these issues are important.

The view of Study Team 5 is that there is a need to provide university students with reasonable access to college programs, with fair credit for their university work. The current proportion of students with university experience attending colleges — in 1986-87, 5.2 per cent of the 95,000 full-time post-secondary student population in colleges had some previous university experience and an additional 1.7 per cent were university graduates — indicates a not insignificant demand for college entry. Although most of the argument in this part of the report concentrates on movement the other way — from college to university — some of the potential mechanisms discussed for fostering better links between the university and college sectors will benefit university students seeking credit for their university experience at the college level.

The issue of inter-college and intra-college movement by students is also a concern of the Study Team, but it is not dealt with in this report because it is the subject of recommendations by Study Team 4.

As part of the process of receiving input on college-university links, Study Team 5 commissioned and received several discussion papers which address either directly or indirectly the issue of pressures for more advanced learning opportunities for college students and the implications. The Team also sponsored consultations with five representative bodies to discuss college-university relations. In addition, a survey of colleges was undertaken to determine what formal arrangements have been put in place to facilitate access of college students to university studies. The background papers, which are listed in Appendix 2, served to expand the Study Team's knowledge on a range of issues, and helped to focus discussion.

This chapter begins with the first question: Is there a need to improve opportunities for college students and graduates to undertake advanced training at the degree level? There is a discussion and assessment of the current and future context in the section which follows on the next page. In the third section, entitled "System Objectives," the Study Team sets out the objectives for the post-secondary system. The report then looks at potential mechanisms to improve degree-level opportunities, with accompanying recommendations in the section called "Improving Opportunities: Potential Mechanisms." Lastly, we deal with related issues and recommendations, specifically college credentials and general accessibility to universities for qualified and unqualified high school graduates.

Assessing the Current and Future Context

This Section addresses the current and future context, with particular reference to three issues: a) pressures for degree studies; b) current college-university arrangements; and c) polytechnic education. The report approaches these issues through a discussion of two assertions which some have made for many years now and which are increasingly attracting attention. Those assertions are:

- the opportunities for college students to further their education at the university level are limited, and unnecessarily so; and

- in certain fields, especially in technical fields, the economy will require a more advanced level of training than that currently provided in Ontario's colleges. This advanced-level training will embody elements of activities undertaken in both colleges and universities (e.g., degree-level polytechnic education).

Pressures for Degree Studies

With respect to the first assertion, let us first ask why the issue itself is important. If individuals are to maximize their potential, their ability to move among institutions within the post-secondary sector should not be unduly restricted. Most college post-secondary students, almost 85 per cent, enrol in a college program at an age of 24 or younger. An educational-career decision made at this relatively young age should not limit the opportunities to embark upon other educational-career paths. But unless it is possible to receive a fair amount of credit for courses taken at a college and for relevant work experience, effectively the doors to university studies will be closed for many.

Once a student has completed two or three years at a college and then worked for several years, the decision to return to school is often constrained by family, job, and financial considerations. It is particularly important, then, that the returning student be able to complete his or her university studies in as short a time as possible. Also, the initial decision to attend college or university will be affected by the lack of potential to transfer to university with advanced standing; some students, possibly ones who are better suited for college programs than university programs, will choose university over college because they will conclude that it will be difficult to attend university at a later date.

There are pressures on college graduates to pursue degree studies. In an increasing number of fields of study, the training required, particularly in terms of theory and technological applications, is becoming more sophisticated. In addition, the practice of credentialism encourages students to seek the educational qualifications most likely to lead to admission and advancement in their chosen occupational field. A third factor involves the concept of lifelong learning: with economic and social changes occurring at a rapid pace, more and more workers are seeking retraining, either within their own field or branching into a different one, to enable them to meet new challenges in their lives.

None of these pressures is likely to subside; if anything, they are likely to increase as we approach the 21st century. The practice of credentialism, for example, is not expected to diminish. As an indication, in the fields of nursing, physiotherapy, and industrial accounting, professional associations are attempting to make possession of a degree a prerequisite for entry into practice. Others are likely to follow, in such fields as child-care, early childhood education and social services. The motivation for instituting degree requirements may be to enhance the stature and bargaining power of those in the profession or to ensure that the practitioners are of high quality, or both. It is likely that at least some of the professional associations seeking degree 'status' will achieve it.

On the employers' side, credentialism is also well entrenched. Those who have examined the issue of credentialism have concluded that this practice on the part of employers would be difficult behaviour to change, short of excessive government regulation or serious labour shortages.

Based on the arguments and the evidence available, the Study Team has concluded that to achieve an effective utilization of Ontario's human resources, qualified CAAT students and graduates must be provided reasonable opportunities for obtaining degree-level training. Further, from a more basic perspective, that of fairness to students, such opportunities must be provided.

The Study Team wishes, however, to add a cautionary note. While one can document the kinds of pressures that may come to bear on college students to take degree studies, there are serious difficulties in estimating, even in gross terms, how many college graduates might be affected by these pressures and how many might respond to them by seeking further education at the university level.

It is the Study Team's view that the number of students who would enrol in university programs after college depends in large part on the availability of university programs with advanced standing provisions, and on the amount of credit awarded for college courses and relevant work experience.

Study Team 5 believes that work should be undertaken to provide better estimates of the types and numbers of students seeking degree-completion opportunities.

Current College-University Arrangements

As noted in the introduction, Study Team 5 commissioned a survey of the colleges to determine what formal arrangements, designed to facilitate college students' access to university programs, have been developed. Nineteen of the 22 colleges responded. While the survey did not capture 100 per cent of the arrangements in place, discussions with representatives of the college and university sectors indicate that most of the existing arrangements were reported.[37]

The survey showed some real momentum developing in terms of the numbers of arrangements being made in the last few years. Colleges are increasingly embarking on the development of program arrangements with universities. (Only 3.4 per cent (1,362) of new registrants at Ontario's universities in 1986-87 had attended college at some time.)

The responses revealed that, in total, 27 program-specific arrangements were operational, of which 23 were advanced standing arrangements and four involved the joint provision of a program by a college and university. Of these 27 arrangements, 17 were implemented since 1979, and 11 of the 17 were implemented in 1988-89 alone. In addition to these arrangements, others are about to be implemented or negotiated which will bring the number of colleges with arrangements from the current level of 12 to 14.

Typically, the arrangements involve a program-specific agreement between one university and one college. However, there are a few universities which have province-wide policies on credit for college courses in selected program areas. There

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37 The Council of Ontario Universities has also collected data on college-university links; information from COU should be cross-referenced with Marshall's data.

are also a few instances where a university has developed arrangements with two or three colleges for selected program areas. Most of the program arrangements are in the liberal arts area and/or in areas that feed the service sector. Early childhood education, business and general arts and science programs are the areas in which arrangements are most common.

About one-third of all the arrangements involve universities in the United States. Two factors are important here: some colleges are located in close geographic proximity to American universities; and American universities have a long tradition of college-to-university transfers in the U.S. system.

In order to evaluate the impact of program-specific arrangements, the survey compared the credit given to college students under these arrangements to the general provisions for credit for college experience found in Ontario university calendars. In the absence of formal program-specific arrangements with a college, the maximum credit given to college students enroling in university programs is five credits or the equivalent of one year of university, provided they meet specific requirements. The survey found that, in general, college students received somewhat more credit under program-specific arrangements with Ontario universities.

Survey respondents indicated that a major reason for developing arrangements with a university is that they made college programs more attractive to potential students and were seen as a means of increasing enrolment in particular programs. Another reason frequently cited was that the arrangements were seen as a means of enabling each institution to contribute what it does best to the education and training of students. On the whole, neither advanced standing nor joint program arrangements have led to, or required, significant changes in the nature of college programs. Some respondents noted some increase in emphasis being placed on analytic and communication skills.

The survey results give some reason for optimism. They indicate the development of momentum in the numbers of program-specific arrangements. Such arrangements may be beneficial to students not only in terms of potentially increasing the amount of credit for college experience, but also in terms of providing students with more certainty about the credit they can expect to receive for their college work. Further, such arrangements do not seem to require significant

changes to college programs. This latter finding is also important. The Study Team believes, as do the college officials responding to the survey, that the further development of arrangements with universities should not adversely affect the colleges' ability to serve those seeking the vocationally-oriented training traditionally provided by colleges.

The findings, however, also point to some potentially serious weaknesses in what might be termed the bilateral or *laissez-faire* model for developing college-university program arrangements. This approach, at least to date, appears to yield rather limited and quite uneven opportunities for college graduates wanting to enrol in university programs in Ontario. Arrangements exist for only a limited number of programs, and there are very few arrangements in the more technical fields (e.g., technology programs). For the most part, arrangements for a particular program exist only at one or two colleges, and not at other colleges offering the program. In addition, a college undertaking to establish arrangements in a particular program area tends to negotiate agreements with only one or two universities.

Despite the momentum that has developed, the Study Team believes that the unevenness of opportunity which still exists across the system is such that there is significant scope for expanding and improving degree-completion opportunities for CAAT students and graduates.

Polytechnic Education

We now turn to the second assertion — the need for more degree-level polytechnic education. Polytechnic education may be defined as career-oriented education which is a "blend of theory, context, and application, but with the predominant emphasis on the applied; it is the specific mix of the three elements which determines the level of any particular program, and whether it is likely to be offered at a college or university." (Terence Grier, President of Ryerson).

Ontario's post-secondary system — the colleges, universities and Ryerson — offers polytechnic education in varying amounts and at various levels. This type of education embraces a wide range of applied fields, from applied arts to business, and from community and health services to technology and engineering.

The assertion that more degree-level polytechnic education is required, particularly in technical fields, is largely based on the growing evidence that the North American economy requires some fundamental restructuring. Analyses undertaken by the Premier's Council[38] in Ontario and the MIT Commission on Industrial Productivity[39] in the United States have led these bodies to conclude that more emphasis must be placed on the development of high value-added manufacturing industries which can compete in world markets. Both groups warn of the perils of neglecting this type of economic activity.

The MIT study states:

> Some see a transition from manufacturing to services as an inevitable and desirable stage in the economic development of the nation, with the U.S. increasingly leaving manufacturing to other countries. We think this idea is mistaken ... One reason is that it would have to rely on exports of services to pay for its imports, and this does not seem realistic... There is also reason to believe that if large sections of American manufacturing industry were ceded to other countries, high-wage nonmanufacturing industries would follow them, including many of the service industries that provide inputs to manufacturing, such as design and engineering, payroll, inventory and accounting, finance and insurance, transportation, repair and maintenance of plant and equipment, testing services, and the like. The United States has no choice but to continue competing in the world market for manufactures ... Manufacturing firms account for virtually all of the research and development done by American industry ... The roots of much of the technological progress responsible for long-term economic growth can ultimately be traced to the nation's manufacturing base. (pp. 39-41)

The Premier's Council stresses that:

> The traded sectors must be viewed as the fundamental drivers of our future wealth and prosperity ... the job creation capacity of the non-traded sectors is tied to the wealth creation capacity of our traded sectors. Job creation in restaurants, hospitals, department stores, real estate, bus systems, secretarial services, law firms ... will depend on increasing competitiveness and higher value-added per employee in our traded industries. (p.41, Vol. 1)

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[38] Premier's Council, Competing in the New Global Economy, 1988.

[39] The MIT Commission on Industrial Productivity, Made in America — Regaining the Productive Edge, The MIT Press, 1989.

High growth businesses are critical for the future prosperity of industrialized countries. They include industries like telecommunications equipment, computers, aerospace, and medical equipment. Ontario has a serious competitive problem in high growth industries. The province has a major trade deficit here; it imports twice as much of these goods as it exports. (p.59, Vol.1)

Recent analyses such as those undertaken by the Premier's Council and MIT have added weight to the growing concern in the last few years about the impacts of the knowledge explosion, the information age, the rapid pace of technological change and the increased economic competition associated with economic globalisation. These concerns have led many to conclude that educational reforms are required if Western economies are to prosper in the 21st century.

The need for educational reform has not been confined to any particular level of education. For example, the Premier's Council expressed concern about the ability of Ontario's elementary and secondary schools to equip students to enter science and technology fields at the post-secondary level; and the MIT Commission devoted a chapter of its study to how universities should change.

What is most pertinent to the Study Team are the calls for Ontario's post-secondary system to expand the opportunities for degree-level polytechnic studies, particularly in technical fields. The Study Team views with concern the trend during most of the 1980s for a declining proportion of students to enrol in college technology and university engineering programs. Study Team 5 believes that if this province is to successfully undertake the proposed 'restructuring' of its economy, more polytechnic education in Ontario will be required. What is not as clear is the level at which opportunities for polytechnic education should be expanded.

Some of the background papers provided to the Study Team advocate an expansion of degree-level polytechnic education. However, that view is not universally shared. Terence Grier, President of Ryerson, is among those who interpret reports such as that of the Premier's Council as indicating that "the larger need is for more and better students at the diploma level, in the technician-technologist area."

The issue of level of polytechnic education has received sporadic attention since 1980 when the Ontario Ministry of Colleges and Universities commissioned a study on polytechnic education in England and Wales, and issued a discussion paper

entitled "Polytechnic Education in Ontario." As yet, definitive conclusions have not been reached.

It is the Study Team's conclusion that this issue cannot be greatly clarified through further abstract, macro-level research. Without specific sectoral studies and without, for example, a clear sense of the industries in which the provincial and federal governments intend to focus industrial assistance, it is extremely difficult to project what new initiatives may be required in polytechnic education. In the absence of such information, neither the program areas nor the level of education required is readily discernible.

What this Study Team *expects* is that in some instances more and better trained students will be required at the college diploma (technologist) level, and in other instances more students will be required in certain (technical) fields at the baccalaureate level.

System Objectives

The Study Team believes that the major justifications for expanding and improving the opportunities for college students to participate in more advanced training, such as degree studies, are:

- *equality of opportunity* — adherence to the principle of equality of opportunity requires that qualified college students have access to these opportunities; and

- *future human resource requirements of the province* — meeting future social and economic needs may require an expansion and improvement of these opportunities.

In addition, equality of opportunity and future provincial human resource requirements are also important considerations in the provision of opportunities for university students seeking the applied training offered by colleges.

Based on our analysis, the Study Team supports the following objectives for the post-secondary system in Ontario:

Ontario's post-secondary system should:

1) *Improve and expand degree-completion opportunities for qualified college students and graduates;*

2) *Improve opportunities for university students and graduates to move into applied programs at colleges; and*

3) *Where indicated by specific, economic sector analyses of educational needs, increase the availability of degree-level polytechnic education;*

In meeting these objectives:

- *Ontario's colleges should remain committed to providing access to vocationally-oriented education at the certificate and diploma levels.*

Improving Opportunities: Potential Mechanisms

Having agreed on these objectives, the Study Team turned to consideration of possible mechanisms for achieving them. In selecting the options for inclusion in this report, the Study Team took into account several factors, but was particularly cognizant of the uncertainty surrounding the future level of demand from college students for degree-level studies.

In this section, we explore the merits of potential mechanisms for facilitating the expansion of degree-level opportunities for college students and graduates. First, the pros and cons of a provincial coordinating body for combined college-university studies are discussed, followed by an examination of the merits of establishing a provincial institute on academic awards for combined college-university studies. The possibility of providing opportunities for more advanced training through establishing degree-level programs at the colleges is then explored.

It should be noted that the Study Team is not proposing the building, in a physical sense, of new post-secondary institutes, such as a polytechnic or a university of applied arts and technology. While such options may need to be considered at some point in the future, it is the view of the Study Team that the objectives set forth in this report can be largely met in the coming decade through the utilization of the teaching and physical resources currently available in Ontario's colleges and universities.

Nor is there included in this section any proposal for the wholesale transformation of selected colleges into degree-granting polytechnics. Such a decision would negatively affect the status of those colleges which did not receive the polytechnic designation, with potentially serious consequences in terms of students' decisions to attend college.

A. Provincial Coordinating Body for Combined College-University Studies

MANDATE AND FUNCTIONS:

As one of its major responsibilities, the provincial coordinating body would provide leadership in the development and improvement of college-university arrangements designed to provide students with opportunities for combined college-university studies.

As is current practice in the post-secondary system, opportunities would be structured in a variety of ways, depending on the nature of the students and programs, including:

1) **advanced standing arrangements in related fields of study**, whereby a college graduate, for example a business graduate, would be granted advanced standing in a university commerce program and, after completing selected courses at a university, would receive a B.Com.;

2) **general transfer credits for students moving between unrelated fields of study**, whereby a college student or graduate, for example a business student, would be granted advanced standing in a university social work program and, after completing selected courses at a university, would receive a B.S.W.;

3) **custom degree-completion programs** for college graduates at universities, whereby college graduates, with their own course sections, complete degree programs. Two examples of custom programs are Lakehead's engineering program and Ryerson's child and youth care program;

4) **joint program offerings** by colleges and universities, whereby a student would concurrently take university and college courses and, upon successful completion, receive a college diploma and university degree; and

5) **diploma completion arrangements**, whereby a university student or graduate would be granted advanced standing in college diploma programs.

(Note: While this section has concentrated on the issue of opportunities for advanced training for college students, both (4) joint programs and (5) diploma completion arrangements represent important means for improving the accessibility for university students to take applied training provided by the colleges.)

Another and equally important responsibility of the coordinating body would be the initiation and coordination of analyses by industrial and/or occupational sector of the need for polytechnic studies, in particular, the need for degree-level programs in technical fields. Where need is demonstrated, the provincial body would provide leadership and coordination in the development of polytechnic opportunities for secondary school graduates and college and university students.

The provincial coordinating body would **not** have executive authority with respect to college-university arrangements, but would provide leadership and, where necessary, mediate 'disputes' at the request of institutions. The provincial

coordinating body could be delegated responsibility by the Ministry for allocating grants to assist colleges and universities in the development of custom and joint programs.

The provincial coordinating body would publish annually a calendar describing all advanced standing and joint program arrangements between Ontario's colleges and universities, as well as arrangements between Ontario's colleges and institutions in other jurisdictions.

The provincial coordinating body would submit a report to the Minister describing its activities annually. The report should include a discussion of factors facilitating and inhibiting the development of program arrangements between colleges and universities, and summaries and implications of analyses of the need for expansion of polytechnic studies.

MEMBERSHIP:

Given the range of functions, the provincial coordinating body should include representatives from: (i) the colleges; (ii) the universities; (iii) business and industry; (iv) labour; and (v) government. With respect to the colleges and universities, students (or alumni), faculty, administrators, and boards of governors should be represented.

RESOURCES:

The main resources required by this body would include:
- a small permanent secretariat;
- a research budget to support the sectoral analyses of educational needs;
- funds to support the development of custom degree-completion programs and joint college-university programs; and
- funds to support the publication and dissemination of a calendar of combined studies.

DISCUSSION:

In some respects, this does not represent a significant change from the current situation. All the structural forms described above exist to some extent in the post-secondary sector now. And while the coordinating body would encourage and provide leadership in the development of college-university links, it would not

have the authority to 'force' arrangements upon colleges and universities; colleges and universities would retain their autonomy in this area.

Nevertheless, the introduction of the coordinating body into the process could lead to a more planned and collective approach to the development of college-university links. Further, in the case of polytechnic programs, it would provide a means for establishing market needs more definitively than at present, and would provide a focal point for further development of such programs within Ontario's post-secondary system.

The ultimate success of the coordinating body, however, would depend largely on the priority given by individual colleges and universities to the development of arrangements. In this respect, the Study Team has some concerns. College-university links may not be a particularly high priority with some universities. From the perspective of geographical location, many college students may continue to have limited opportunities. If college-university links are not a high priority, it is less likely that more flexible approaches to the provision of advanced standing (e.g., credit for relevant work experience) will be adopted.

If there is reluctance among some colleges and universities to engage in the development of college-university links, the coordinating body might encourage the development of a consortium or consortia, whereby colleges and universities with reasonably common objectives would work together on developing arrangements. To initiate this approach, the coordinating body could establish some principles on which arrangements should be based and then ask which colleges and universities want to participate. With time, one might find increasing numbers of colleges and universities participating.

The Study Team is aware of a major concern on the part of universities about expanding arrangements with colleges. That concern revolves around the granting of credit for academic work over which the university has no direct control and for which it cannot guarantee the quality. Colleges, for their part, can be expected to have a corresponding concern about possible intrusion in their curricular affairs by universities.

However, the Study Team believes that these concerns may lessen with time if the college system undertakes a concerted effort to monitor and ensure standards. Study Team 5 believes that greater clarity around issues of program standards in the

college system will greatly facilitate the development of arrangements with universities. Standards are a major focus of the work of Study Team 4.

B. Provincial Institute on Academic Awards for Combined College-University Studies

MANDATE AND FUNCTIONS:

This institute would be a provincial institute, with degree-granting authority, dedicated to the provision of degree-completion programs and polytechnic studies, with instruction taking place at, and being provided by, colleges and universities. The structural forms (sequential and concurrent college-university studies) of its degree-completion and polytechnic programs would be, for the most part, the same as those described under the provincial coordinating body.

An important feature of this institute is that its board would be responsible for determining its programs' admission requirements, content, and exit standards. And although colleges and universities would be providing courses to the institute's students and grading their performance in these courses, it would be the institute's degree which the students earned.

It would be necessary for the institute to reach agreement with universities and colleges on the admission of its students to their courses. Provisions for admission of 'special' students might need to be augmented.

As with the provincial coordinating body, the provincial institute would initiate and coordinate analyses related to the need for polytechnic studies.

The institute would produce annually a guide describing not only its programs, but also college-university arrangements developed by institutions on their own. The existence of the institute would not need to preclude colleges and universities from arranging links on their own, although the institute should probably have a coordinating function in this area.

MEMBERSHIP:

The membership of the institute's board could be similar to that of the provincial coordinating body.

RESOURCES:

The resources required would include those required by the provincial coordinating body, plus an expanded administrative staff and a core of student advisors (counsellors).

DISCUSSION:

An institute with authority to grant degrees is one possible way of avoiding the concern noted in the previous discussion that a coordinating body would have no power to ensure that college-university arrangements were achieved. However, this type of institute — an institute 'without walls' — raises questions about the credibility of an institute degree. Would an institute degree be considered second class?

The Study Team feels that if such an institute were created, the degrees offered would have to be those in common currency. Obscure degrees would simply have too difficult a time in gaining general acceptance. Over time, the institute's degrees would have to prove themselves by producing results that were demonstrably good.

There would be no guarantees, and much of what the institute undertook in its initial years would need to be viewed as experimental (e.g., credit for relevant work experience). However, the institute would be well-positioned to undertake new initiatives; it would not have to concern itself with many of the day-to-day operational concerns of other educational institutions and it would have neither a large physical plant nor large staff complement. It could focus its resources on the development of programs and admission procedures, and the monitoring of student progress while in school and after.

There are those who argue that a series of local institutes would be preferable to a provincial institute. The Study Team does not agree. For one thing, it would be easier to coordinate arrangements between different institutions across the province with an Ontario institute than with local independent entities. For example, a Mohawk graduate who moved to Ottawa might want to take a degree-completion program at Carleton and Algonquin. A provincial institute would also be less likely to result in an unnecessarily wide range of programs in a particular locality; it would not be subject to the same pressures for expansion as a regional institute seeking to establish a name for itself.

More important, a provincial institute would be able to draw upon expertise from across the province to develop programs, admission procedures and criteria, outcome measures and tracking systems through which the effectiveness of the programs could be evaluated. It would also provide more opportunity than local bodies for the consistent application of program standards and admission procedures across the province.

A provincial institute could also ensure local input. For example, it might have regional offices throughout the province, with responsibility for coordinating assessments of local needs, developing program proposals for consideration by the institute board, and providing academic counselling to potential students.

If programs offered by the institute, particularly the polytechnic programs, involved work placements alternating with institutional instruction, the cooperation and participation of local employers and labour representatives would be required to make the programs viable, and would be indicative of the level of local interest and support. Another opportunity for local input could come through the use of experts in business and industry as part-time instructors, employed by the institute to teach in a college, university or industry setting, with release time provided by employers.

C. Which Mechanism is Better?

Both the coordinating body and the institute raise questions. The major question raised by the provincial coordinating body is:

Are the barriers to developing effective college-university links too large for a coordinating body without executive authority to overcome?

And with the degree-granting institute:

Can 'first class' status be attained by a new provincial institute — one with degree-granting authority and utilizing existing college and university teaching services?

These questions are not easily answered. In the consultations, sponsored by the Study Team, with five representative bodies from the college and university sectors, opinion was found to be divided as to which route should be followed at this time. For the most part, representatives from the university sector felt that a provincial

coordinating body was the best option, while representatives from the college sector were often quite positive about the prospects of a provincial institute.

In weighing the various arguments surrounding these two mechanisms, a most compelling one for the Study Team was the momentum which has developed in the past two years in the area of college-university links. Many barriers to achieving effective college-university links appear to be falling. The Study Team believes that most of those which remain can be overcome with some facilitation of collaboration between colleges and universities.

▲ *Recommendation 1: A Provincial Coordinating Body for Combined College-University Studies should be established.*

Study Team 5 would expect this initiative to be the subject of an external review and evaluation after three years to ensure that the coordinating body is meeting its objectives.

D. Provision of Degree-Level Programs by Colleges

Provision of degree-level programs by colleges represents, in both symbolic and real terms, a major departure from the existing mandate of the college system, and the Study Team has some misgivings about this prospect. However, before describing these concerns, let us first indicate why the Study Team believes serious consideration should be given to college degree programs.

DISCUSSION:

Over the past several decades, there has been an expansion in the number and types of degree-level programs offered by Ontario's universities. Many of these programs are quite occupation-specific. Some examples include programs in education, urban studies, environmental studies, communications, and computer science.

Often the programs have been developed in response to emerging occupational fields (e.g., computer science or environmental studies) or in response to significant changes within a traditional occupational field (e.g., education) in terms of knowledge and skill requirements. In addition, a desire by some occupational groups (e,g. chartered accountants) to raise their status (and earnings) within the occupational hierarchy has, in some instances, led to (or at least contributed to) the

requirement that practitioners possess a degree, although not necessarily a degree specifically related to the occupational field.

If this expansionary tendency continues, and Study Team 5 expects it will, there are potentially major consequences for the college sector and the post-secondary system as a whole in Ontario. Increasingly, there may be pressures to develop degree-level programs in areas which have been mainly the responsibility of the college system. To date, when such pressures have developed and led to degree programs, it has been the university sector which has assumed responsibility for these programs, with the college sector in some instances (e.g., physiotherapy) more or less relinquishing its role in providing training in the affected fields.

At some stage, however, the university sector may not be receptive to further expansion of its degree offerings, particularly in fields which have not as yet attained 'professional status' but are attempting to do so. In addition, the university sector may resist major expansions in some of its existing occupation-specific degree programs (e.g., nursing, in which there are about 9,300 students enroled in the college system). Such programs, when offered on a relatively small scale, may not be viewed as adversely altering the universities' mandate and image, but major expansions in enrolment might be viewed as intruding on their more traditional roles in education and research.

Depending on how events unfold, the universities may also face physical capacity constraints. For example, the health sector may increasingly require that a higher proportion of nurses (and other health practitioners) acquire degree-level training. This possibility, when combined with the rapidly increasing demand for health care as a result of the aging population and continued advances in medical technologies, could precipitate the need for fairly major expansions in nursing degree programs which might only be accommodated within the university sector after significant capital expenditures.

While the march of events is such that the Study Team expects degree-level programs to become a major issue in the college sector at some point in the future, that stage has not yet been reached. If and when the college sector and government give serious consideration to free-standing degree-level programs in the college sector (i.e., programs with no formal involvement of the university sector), attention will need to be paid to several issues in determining the types of technical

and 'professional' programs for which degrees should be offered in the college sector. Issues to be considered should include:

- the possible impacts of college degree programs on the non-degree activities of colleges;
- the possible impacts of the non-degree activities of colleges on their degree programs; and
- the 'status' assigned by employers, students, and universities to college degrees;

If the college system became involved in the offering of degree-level programs, there would be concerns about the potential impacts of these programs on the non-degree activities of colleges. The main concern might be that the college system was placing itself on a 'slippery slope,' whereby the needs of students not involved in the degree programs would increasingly be neglected in favour of improving and expanding college degree offerings.

One might observe, for example: a need to bolster library and other resources required to support degree-level programs, which if not supported by increases in provincial funding could cause colleges to decrease the per-student resources they allocate to non-degree activities; a gradual (or not so gradual) increase in admission standards and program duration for those programs moved into the degree category, which might reduce overall accessibility to the college system; and pressures to alter the academic qualifications required of faculty teaching in the degree programs, leading possibly to a counterproductive faculty hierarchy within the college system.

With respect to the impacts of non-degree activities on college degree programs, the main concern might be that the degree programs would be unable to flourish in an environment heavily weighted toward non-degree training. Skolnik notes that "it was not the transfer function that undermined the non-degree functions (of American junior colleges) by making the latter second class activities; but (their) non-degree functions (e.g., lower level occupational training, community service and remediation) which undermined the transfer function by contributing to an institutional climate which did not facilitate higher level academic work." (p.5)

There would also be concerns about the status or prestige of the degrees offered by the college system. Almost any new institution, including new universities, offering degree programs initially experiences unfavourable comparisons with established institutions, warranted or not. In the case of the college system,

however, it may be very difficult and take considerable time for its degrees to achieve anything resembling parity of esteem with university degrees. The weight of tradition, particularly in Ontario where the offering of degree programs has been highly regulated, is such that students and their parents, employers, and universities are likely to view college degree programs with considerable scepticism.

Such scepticism is not inconsequential if it leads to students shunning college degree programs in favour of university programs, particularly if, as a result, needed 'advanced' training in certain program/occupational areas is forgone. Nor is it inconsequential if it results in persistent labour market discrimination against college degree holders or in unduly limited opportunities for the college degree holders to pursue further studies at a university.

The preceding discussion has purposely sketched some potential problem areas and concerns related to colleges moving into the provision of more advanced training through the offering of degree programs. There are obviously counter-arguments to many of the concerns raised and benefits which could accrue to individuals and society at large if the college system expanded its range of offerings to include selected degree programs.

The Study Team does want to stress that college degree programs would represent a major change in the mandate of the colleges. This change, if not properly managed, could lead to some undesirable or unintended outcomes with respect not only to other key components of the sector's current mandate, but also to the degree programs themselves and the supply of highly trained labour.

How then should Ontario proceed with respect to the issue of colleges moving into more advanced training through the provision of degree programs? The Study Team believes that the issue is one which is on-going, with the dimensions of the issue changing over time, and one which necessarily involves the universities, the colleges, and the government.

▲ *Recommendation 2: The Provincial Coordinating Body for Combined College-University Studies should also be given the responsibility of assessing, in a program-specific context, the merits of establishing degree-level college programs in response to pressures for more advanced training.*

Study Team 5 noted in its description of the mandate and functions of the provincial coordinating body — see in part (A) of this section — that this body

should consider a range of structural forms involving college-university program links, such as degree-completion programs (i.e., college training followed by degree-completion at a university), and joint college-university programs (i.e., concurrent college-university studies), with a university awarding a degree.

With Recommendation 2, the Study Team is expanding the role of the coordinating body to include assessment, on a program-specific basis, of the relative merits of establishing degree programs in the college sector. In this context, the provincial coordinating body should give careful consideration to the impacts on college and university mandates and to the likely response of employers and students. It should pay particular attention to those fields for which there are not currently degree programs in the university sector and to 'professional' fields in which both the colleges and universities offer programs (e.g., nursing).

In its annual report to the Minister, the coordinating body should describe, for each program area examined, the nature of the pressures for more advanced training, and the options, with their strengths and weaknesses, for responding to the pressures. These descriptions should be provided not only in program areas in which the coordinating body believes colleges should provide degree programs, but also in program areas in which it has undertaken to develop links between colleges and universities, as per Recommendation 1.

The Study Team wishes to stress that Recommendation 2 is designed to provide the post-secondary system in Ontario with an on-going forum in which the major stakeholders of the system can assess the full range of possible responses to pressures for more advanced training. This recommendation also represents an attempt to place the issue of college degree programs in more concrete terms. It could allow, for example, colleges interested in offering degree-level programs to bring proposals to the provincial coordinating body for appraisal. It is the feeling of this Study Team that discussions of whether the college sector should offer degree programs have, thus far, been quite abstract in nature and have suffered from a lack of specificity.

Further, it should be emphasized that Recommendation 2 does not, in and of itself, allow for college programs to be offered at the degree-level at this time. If and when the proposed on-going assessments lead to the conclusion that colleges should provide selected programs at the degree level, legislation would need to be developed to provide the necessary degree-granting authority.

Should it develop that such legislation is considered, it is the view of Study Team 5 that the authority to grant degrees should be conferred on a provincial body rather than on individual colleges. The Study Team bases its conclusion on three major factors: the danger in creating a two-tier college sector in which some colleges are degree-granting institutions while others are not; the need to protect the integrity of colleges as colleges, and to preserve their unique mandate; and the importance of quality control on a province-wide basis. In addition, as pointed out in the discussion of the provincial institute, the degrees should be ones which are in common currency.

A. College Credentials

Study Team 5 has some concerns about the credentials currently being offered by the colleges. At present, colleges provide certificates for the successful completion of one-year programs; diplomas for the successful completion of two-year and three-year programs; and no common credential exists for those students who successfully complete post-diploma studies at the colleges. The lack of distinction in the diplomas provided to two-year and three-year graduates confuses employers and is unfair to the students. Similar problems arise because of a lack of a common credential for those completing post-diploma studies.

▲ **Recommendation 3a: The college system should undertake a review of its credential structure. This review should aim to develop a credential structure for the _system_ in which credential titles clearly denote _significant_ differences in the nature and level of curricula.**

▲ **Recommendation 3b: In addition, the college system should explore the feasibility and merits of developing a common format for a _descriptive_ record of the courses taken by a student and the student's performance in these courses. Such a record should be available to students wanting to provide information to employers and other educational institutions.**

B. General Accessibility to University for Secondary School Graduates

Thus far, the discussion on accessibility to university has mainly concentrated on students who initially (and presumably willingly) enter college post-secondary programs of an applied and vocational nature, but then at some stage desire to embark upon degree-level studies. This subsection deals with two other types of students: those secondary school graduates who are qualified to enter first year of a university degree program, but do not gain admission; and those secondary school graduates who are not qualified to enter first year of a university program, but have a strong desire to do so. Do colleges have a role to play in assisting these types of students in meeting their educational objectives?

QUALIFIED HIGH SCHOOL GRADUATES:

The question has been asked whether Ontario's colleges should have university transfer programs for secondary school graduates who are qualified to attend university, but who due to space shortages or limitations on access due to geographic distance cannot enrol.

Such transfer programs, if provided by the colleges, might be two years in duration, of the general arts and science nature, and would be composed of university equivalent courses. Following successful completion, students would be able to enter directly into the third year of a comparable program at a university.

The Study Team has not seen evidence that there is a significant, widespread problem of space shortages or geographical limitations on access which would require this kind of remedial action. It has also been pointed out that the cost of establishing transfer programs in Ontario colleges could be as large as expanding the capacity at universities. Therefore, the Study Team does not support the introduction of transfer programs in Ontario colleges.

▲ **Recommendation 4: *Transfer programs, which provide courses equivalent to those offered in the first one or two years of university arts and science programs, should not become part of the colleges' program offerings.***

UNQUALIFIED HIGH SCHOOL GRADUATES:

The Study Team also looked at the issue of accessibility to university for high school graduates who do not have the necessary credits or grades for admission to first-year university. Currently, some colleges have General Arts and Science (GAS) programs designed for this purpose. GAS programs are also used to prepare students for college vocational programs and for training 'generalists.'

There are alternative routes for students to obtain university qualifications. Universities have provisions for mature students who do not meet the normal university entrance requirements, and in some urban centres in Ontario, there are 'adult' high schools. However, these alternatives may not suit the needs of some students. For example, recent high school graduates, those 20 and younger, may be reluctant to return to the traditional high school. In these circumstances, it may be that a college environment would be more appropriate for obtaining qualifications necessary for university admission — it would represent a new and different environment, yet one in which students of similar age were prevalent.

And importantly, locating university preparatory programs in the colleges would provide these students with a first-hand opportunity to assess the trade, vocational, and post-secondary programs offered at colleges, and expand their views of the options open to them. In short, locating a university preparatory program in a

college should lead to a modest increase in participation in post-secondary education, at both the college and university level.

Study Team 5 proposes that there be system-wide recognition of university-preparatory programs at the college level, and that the college and university sectors develop a system-wide transfer agreement so that students will be treated in a consistent and equitable way across the province. Study Team 5 has not attempted to determine how university-qualifying programs might be structured; a variety of alternatives with respect to program characteristics should be explored.

▲ *Recommendation 5: Through the Provincial Coordinating Body, the college and university sectors should develop a system-wide transfer agreement with respect to college-based university-preparatory programs for high school graduates seeking the qualifications necessary to enter first-year university.*

Appendix 1: Members of Study Team 5

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Diane Crocker,
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Brian Desbiens,
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Scott Turner,
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Sheridan College

Summary of Submissions Received in Response to "An Invitation to Participate"
Felicity Corelli

College to University—An Analysis of Transfer Credit Policy and Practice
John Dennison

College-University Student Transfer Arrangements Existing in Ontario
Robert Alexander Marshall

Consultations on College-University Linkages
Craig McFadyen

The Relationship Between Schools and Colleges
Jo Oppenheimer

How Ontario's College System Might Respond to Pressures for the Provision of More Advanced Training
Michael Skolnik

Skilled and Educated: A Solution to Ontario's Urgent Need for More Polytechnic Programs
Stuart Smith

College Transfer Revisited: A Working Paper
Peter Stokes

Appendix 3: "Invitation to Participate" Submissions

Name	Title	Organization
David Sterling	President	SAC - Lambton College
Dora Dempster	Chair	Committee on Learning Resources
A. D. Arthur	Supervisor	CFB Borden Board of Education
Raymonde Hanson	V. P. Academic	Algonquin College
E. D. Anderson	Director of Education	Middlesex County Board of Education
Evelyn Dodds	Chair	The Lakehead Board of Education
Andrew Winter	President	SAC — Sheridan College
Allen Wells	Director of Education	The Lambton County Board of Education
D. Burford	Principal	Michipicoten High School
E. C. Mallard	Superintendent of Education	Norfolk Board of Education
B. D. Moore	President	Fanshawe College
H. N. Atkins	Dean of Technology Division	Seneca College
R. A. Dodds	Director of Education	Board of Education for East York
Bill LeMay	Guidance Coordinator	Nipigon-Red Rock District High School
Michael McKenna	Director of Education	Grey Bruce County Board of Education
P. L. Hicknell	Superintendent of Education	Secondary Schools, Waterloo Region Roman Catholic Separate School Board
W. A. Brown	Director of Education	Bruce-Grey County Roman Catholic Separate School Board
Marilyn Stratton-Zimmer	Chair, College Committee on Student Affairs	Algonquin College
Bruce Wells	Executive Director	Ontario Association of Certified Engineering Technicians and Technologists
T. F. McGory	Superintendent of Schools	Timiskaming Board of Education
J. L. Wooden	Principal	Central Huron Secondary School
Jack MacKinnon	Provincial Director	Federation of Catholic Parent-Teachers Association of Ontario
Elizabeth Witmer	Chair	Waterloo County Board of Education
Mary Jane Veinott	Records Officer	Local 656 OPSEU
Robert Esch	Director	The Espanola Board of Education
Trevor Walker	Coordinator	Carleton Roman Catholic School Board
Margaret Landstrom	President	OCUCE
Robert Charlebois	Director	Algonquin Management Centre
Maureen Harte	Program Advisor, Guidance & Counselling	The Board of Education for the City of Etobicoke
Joseph Virdiramo	Director of Education	The Nipigon-Red Rock Board of Education
John Schievink	Guidance Consultant	Durham Board of Education
D. M. Disney	Director of Education	The Victoria County Board of Education

Jack Little	Director of Education	The Board of Education for the City of London
Bill Steadman	Chair	The Lambton County Board of Education
Betty Anderson		Beaver Brae Secondary School
D. G. Rikley	Director of Education	Renfrew County Board of Education
		Collège catholique Samuel Genest
		Pain Court Secondary School
Monique Martel	President	The Lambton County Board of Education
Brian Todd	Superintendent of Instruction	The Northumberland & Newcastle Board of Education
Charlemagne Lamarche	President	Stormont, Dundas & Glengarry for the Cornwall County Board of Education
Earl Lozon	Director of Education	Catholic Education in Kent County
P. D. Meany	Chair	The Dufferin-Peel Roman Catholic Separate School Board
Lyle MacLennan	Director of Education	The Carleton Board of Education
David Drake	Associate Dean, Academic	Centennial College
Elizabeth Sime		
F. J. Finlay	Superintendent of Education	The Durham Region Roman Catholic Separate School Board
Allan McLeod	Associate Superintendent of Program	Scarborough Board of Education
Graeme Barrett	Superintendent of Instructional Services	J. W. Singleton Education Centre
R. J. O'Brien	Director of Education	The Windsor Roman Catholic Separate School Board
Arthur Duboyce	Superintendent of Schools (Student Services)	Perth County Board of Education
Garth Jackson	Vice-President, Academic	George Brown College
Sandra Thompson	President	Ontario School Counsellors' Association
Pauline Laing	Director of Education	The Durham Board of Education
Bonnie Kehoe	Chair of the Board	The Ottawa Roman Catholic Separate School Board
G. M. Smith	Guidance Department	Central Huron Secondary School
Patricia Carter	Vice-President, Academic	Conestoga College
Ruth Lafarga	President	Ontario Public School Boards' Association
John Bates	Director of Education	Frontenac County Board of Education